HERITAGE PLANNING

A GUIDE FOR LOCAL GOVERNMENT

Province of British Columbia HERITAGE CONSERVATION BRANCH 1992

Canadian Cataloguing in Publication Data
Main entry under title:
Heritage planning

Cover title.
ISBN 0-7718-9195-4

1. Historic sites - British Columbia - Conservation and restoration - Planning. I. British Columbia. Heritage Conservation Branch.

FC3812.H47 1992 363.6'9'09711 C92-092183-3
F1087.8.H47 1992

Acknowledgements

The Heritage Conservation Branch would like to thank all those who contributed their insights and expertise to the preparation of this guide, and in particular, we would like to thank the following:

Alastair Kerr – author
Mary McKinnon – editor
Colin Campbell, Patrick Frey, Cliff Hewitt, Kathleen O'Neill, John Stephenson, Pamela Spalding, Allison Habkirk, Judy Oberlander, Robert Hobson, Jacqueline Murfitt, and Bill Rapanos, for comments and suggestions.
Dee Van Straaten – graphic design consultant
Keith Howard – West Coast Write Word desktop publishing

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93-00526/

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Preface

Community heritage planning is an emerging field. For many years the standard approach has been to undertake an inventory of all the heritage resources in a community, and then prepare a comprehensive management plan outlining how these resources are to be managed.

Since this approach was adopted, there have been many changes made to community planning practice and management theory, out of which heritage planning originally came. The idea of the comprehensive city master plan has been replaced by smaller, more responsive community plans which are updated on a five-year cycle. Public participation in the decision-making process has almost become routine. Strategic planning principles and information systems theory have altered the way we look at management planning and information gathering and processing. These and other related approaches have been incorporated into a new heritage planning model presented in this manual.

Instead of beginning by compiling heritage information, the new model begins with acquiring an understanding of current needs, setting strategic goals or a vision of where the community would like to go, and then developing the necessary steps to get there. What information is gathered, or inventoried, depends upon what it is that the community needs to know in order to achieve the strategic goals. Throughout this process the heritage planner must

act as a facilitator who continuously includes public and political participation as a integral part of the planning process.

The need for British Columbia to have a better community heritage planning model will become even more apparent once the proposed heritage legislation becomes law. It will be the most advanced heritage legislation in the country and in order to take full advantage of its potential, the need for an effective planning system is critical.

This Guide is based on the current **Heritage Conservation Act.** When the new act is passed, the Guide will be revised to reflect the legislative changes. Your comments and ideas on this process are always appreciated. Please write to:

Heritage Conservation Branch
Ministry Responsible for Culture
Parliament Buildings
Victoria, B.C.
V8V 1X4

Introduction

Community heritage resources are the physical elements that make each community what it is. They are the tangible embodiments of intangible historical, cultural, aesthetic and social values. They are the "things" which give a town, city or region its particular sense of time and place, and they are the cultural expressions of what that place is.

Heritage conservation is about the management of these elements for the benefit of present and future generations. It is not just about "saving" this or that old building, but it is about **the management of continuity within a context of change.**

Sensible heritage conservation accepts change as a normal process. Change is inevitable and often brings improvements required to meet new social and economic needs. However, this does not mean that all change is necessarily good, and it certainly does not mean that any change is better than retaining what already exists.

Defined this way heritage conservation becomes a **process** through which the rate and the degree of change can be managed, in an attempt to make the best decisions between what presently exists and what the future holds. In the broadest sense of its meaning, it differs from traditional concerns of community and regional planning and development in that it seeks to incorporate the past as part of that future.

Local government *refers to a local authority responsible for community planning. This includes all jurisdictions in British Columbia.*

Heritage conservation, heritage planning and community planning

If heritage conservation is about the management of a community's past for the future, **heritage planning** is the process through which to decide how best to manage that inheritance, and through which a **heritage management plan** is prepared to guide future decisions.

Heritage planning, however, does not exist in isolation from other community planning and development endeavours. For it to best succeed, heritage planning should be integrated within the overall community or regional planning system.

A community-wide responsibility

In any form of planning someone has to take the lead. In community heritage planning, as in community planning generally, this usually falls to local government. Its overall role will of course vary from one community to another, but in general terms, it will be to coordinate and facilitate the process, to encourage community involvement, and to ensure community consensus.

The purpose of this guide is to help local governments undertake the heritage planning process and develop heritage management plans for their communities.

To do this, we first look at planning as an ongoing process within the management cycle. The point stressed here is that **heritage planning is not a one-time activity**. It is a continuous activity which needs to be altered and adapted as circumstances and priorities change.

The Guide then reviews who in local government has a role to play in the planning process and what should be done in the start-up phase. It next outlines a specific 14-step planning approach that will help you develop a management plan scaled to your community. Appendix 2 reviews some of the

management options you might consider including in the plan. An important point to keep in mind as you go through the process is that there is no standard format for heritage planning. Plans will vary, just as resources vary, from one community to another.

In the final two chapters, we deal briefly with some of the issues involved in implementation and evaluation. These, like planning, are separate management processes. The intention here is not to examine the implementation and evaluation processes in great detail, but to look at them in terms of how they interact with the planning process and, specifically, the management plan.

Encouraging involvement

Though this is subtitled a *Guide for Local Government,* it should also help other community groups and individuals with an interest in heritage management, including business and volunteer organizations, professionals and the public in general. Knowing how the planning process works makes participation that much easier.

1

The Management Cycle

The Management Cycle

Planning is an **incremental process.** It involves a series of steps that take you from one stage to another. In heritage planning, these steps are defined as follows:

- ❒ review and analyze
- ❒ prepare a vision statement
- ❒ prepare preliminary goals and objectives
- ❒ review management options
- ❒ define information needs
- ❒ conduct selective consultation
- ❒ prepare final goals and objectives
- ❒ prepare a historical context
- ❒ conduct a field survey and site historical research
- ❒ evaluate the resource base
- ❒ compile the information
- ❒ organize a draft plan
- ❒ conduct a full public consultation
- ❒ prepare the management plan

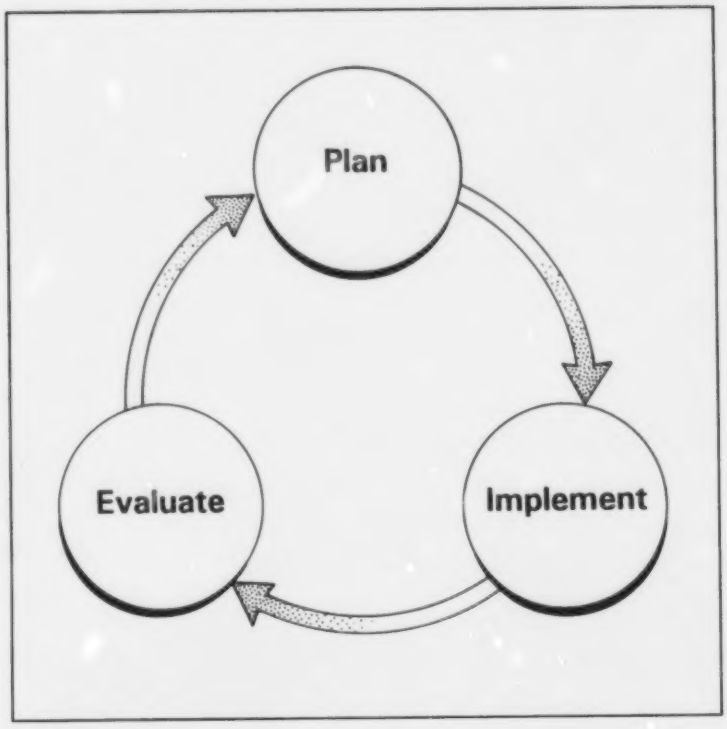
Effective planning involves undertaking these steps sequentially. You begin with a review and analysis of your current situation and you end with the preparation of a management plan.

The management cycle involves the continual interaction of planning, implementation and evaluation.

The management system

While the planning process is by definition linear, the management system within which it operates is not. It is a **cyclical system** that involves the interaction of three key processes.

An effective heritage management plan is open-ended and it is responsive to new challenges and opportunities.



These are:

- ❒ **Planning**
- ❒ **Implementation**
- ❒ **Evaluation**

A major link between these three processes is the management plan. This is the document that sets out what actions will be taken, why they will be taken and when they will be completed. If the purpose of planning is to create the management plan, the function of implementation is to carry out the plan, and the role of evaluation is to assess the effectiveness of both your implementation and your plan.

Ensuring flexibility

Because communities are not static, heritage management is not a finite activity. Rather, you plan, you implement, you evaluate, then you plan and implement again based on the outcome of your ongoing evaluations. This is the circular flow of the management cycle.

Within this circular flow, the linear process of planning is never finished. It is an open-ended activity that is continually adjusting in response to changing circumstances and opportunities. The challenge of management is to coordinate the circular flow of planning, implementation and evaluation to ensure that the management plan and the actions and strategies it defines are always as relevant and efficient as possible.

Managing change

In our complex society, without any plan at all, a local government could find itself reacting to change rather than managing it in a balanced and rational manner. A heritage management system not only provides a framework for rational decision making, it can also save time and money in the long run by providing an accepted system for responding to issues as they arise.

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Organization

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1 Overview

By defining roles and responsibilities, you are establishing the organizational framework for the planning process.

Rarely is any one group within local government solely responsible for the conception, development and implementation of a heritage management plan. Heritage planning, like strategic, community, engineering or recreation planning, involves a coordinated effort on the part of elected representatives, advisory groups and administrative staff. In general, responsibilities break down as follows:

- **Elected representatives** are responsible for governing a community and hence for making all policy decisions and passing, rejecting or revising all bylaws.
- **Advisory groups** allow for public input and increased expertise in the decision-making process.
- **Administrative staff** advise the elected representatives on policy, legal, technical and financial matters and ensure that decisions are implemented in the most efficient and effective manner possible.

Coordination

An important part of heritage planning is coordinating the individuals and groups involved. At the outset, you have to sit down with everyone who may have a role to play and make sure they know – and you know – what it is that they are responsible for and how they fit into the overall process. Doing this serves to establish lines of communication and, in the long run, can help avoid misunderstandings.

2 Political

Elected Representatives

Elected representatives make policy decisions concerning the future of their community or region. They decide whether or not a program moves ahead and what sort of resource allocation it will receive. Because they are the ultimate decision makers, their support is essential if a heritage management plan is to succeed.

Political support is most effectively gained by building public support.

In dealing with elected representatives several key points should be kept in mind:

- ❒ Heritage conservation is just one of many complex issues elected representatives must deal with; therefore, the information they receive should be concise and accessible.
- ❒ Elected representatives should be kept abreast of key issues throughout the development and implementation phases of a program. Such information should be tightly focussed.
- ❒ Generally local governments prefer programs that can be phased in over a period of time. As a program evolves, elected representatives become more knowledgeable and their need to be regularly informed about program details tends to lessen.
- ❒ Elected representatives make policy decisions; operational decisions are best left to advisory committees or staff.

You should always keep in mind that political support is most effectively gained by building public support: public support promotes political acceptability.

3 Advisory

Introduction

Local governments have formally appointed committees to advise them on a variety of policy

Is local government solely responsible for developing a heritage management plan?

Heritage management is a community-wide responsibility. It is best undertaken as a partnership involving all interested groups and individuals. This should include everyone from business people to volunteer groups, professionals, property owners and any other group or individual interested in heritage conservation. While local government can play a major role, it should not be an exclusive one.

Is local government solely responsible for implementing a heritage plan?

The best programs tend to be those where there is a shared responsibility that reflects the strengths of the various participating groups. For example, a downtown merchant's association would be the most appropriate group to lead a downtown or heritage area revitalization project. They are most directly involved and should have the most to gain if the project succeeds. Local government's responsibilities, on the other hand, would be to ensure that the plans are in keeping with the social and economic needs of the community, to decide what public improvements are required and to pass the necessary bylaws.

Who in local government should take the lead?

Any one of the three groups within local government could provide program leadership. Leadership should not be automatically conferred upon any position or office.

Whichever group or individual takes the lead role should possess certain qualities. These include:

- *the vision and drive to develop a program;*
- *the ability to work effectively with people who may have quite different desires and priorities; and,*
- *an appreciation of community goals.*

Though emphasis is put on developing a formal plan, in the end, the real focus is people. If it doesn't take their needs into account, there will be conflict. Successful heritage conservation is as much about managing people as it is about conserving heritage resources.

issues. These advisory committees are made up of area residents who volunteer their time and expertise to help their elected representatives make the best possible decisions.

Appointment to a committee is usually based on an individual's knowledge of a subject. A generalist's perspective is important as well to ensure a realistic view of the entire community's concerns.

In addition to advising, committees provide an opportunity for direct public involvement in the decision-making process. Through committee members' affiliations and contacts, elected officials can gain access to a wider constituency. Also, a number of policy conflicts can be dealt with through the committee structure, leaving elected representatives free to deal with larger issues.

There are a number of advisory committees that could influence local policy as it relates to heritage conservation. The most important is the **heritage advisory committee** but some communication and coordination between the committees is important to ensure consistency in advice given.

Heritage Advisory Committee

Regular changes in committee membership generate new ideas and increase public involvement.

A heritage advisory committee is created by bylaw pursuant to section 15 of the *Heritage Conservation Act.* Membership is decided by the local government. Given the range of roles this committee might perform, the choice of appointments is critical to the committee's success. It is important to choose members who are familiar with their community's heritage while at the same time keeping an open mind to other community needs or wants.

Depending on what a community needs, a committee might advise on a number of issues, ranging from program planning to specific implementation activities and subsequent evaluations. In the long run, what a committee can or cannot achieve is limited by three factors:

The role of a committee is to advise on policy, not to make policy.

1. Its powers defined by the *Heritage Conservation Act* and the extent of authority delegated by council or the board.
2. The range of expertise on the committee.
3. The committee's relationship with other interests, particularly those of council or board members.

Heritage conservation is the concern of a heritage advisory committee more so than any other advisory committee. Yet policies or activities recommended by other committees could have a significant impact on heritage issues. For example, an advisory planning commission could advise council to increase density in a particular zone of older buildings in order to encourage redevelopment in the area. The commission might not realize that these older buildings constitute a significant portion of the community's heritage stock. If the density increase is approved, it could make conservation more difficult. If the advisory planning commission were made aware of the heritage value of the area, it could possibly seek another method of encouraging economic investment.

Each advisory group should be kept informed about the issues and decisions of other advisory groups. One of the easiest ways to achieve this is through a regular exchange of meeting minutes.

The key point to remember is that coordination of advice between advisory committees is critical to successful heritage management. Because conservation is the primary responsibility of the heritage advisory committee, it should be incumbent on this group to inform all other advisory committees of its concerns. This can be done by having a member of the heritage advisory committee sit, either formally or informally, on other committees to provide input on issues as they arise.

For a more detailed look at heritage advisory committees see Appendix 2.

Advisory Planning Commission

A council may, by bylaw, establish an advisory planning commission to advise on all matters relating to land use, community planning or the proposed bylaws and permits relating to them. The

commission may advise on such matters as official community plans, zoning, development permits and subdivision and development requirements. Although the commission does not appear to play a significant role in relation to heritage conservation, its advice concerns what development should take place within a community, including, by definition, what will be preserved. Few advisory planning commissions consider the issue of heritage to any extent because that is perceived to be the responsibility of a heritage advisory committee. However, if a heritage advisory committee does not consider broader community planning issues, its ability to conserve a community's significant heritage resources could be severely restricted. Liaison with this committee, therefore, is important.

Advisory Design Panel

Local governments can appoint advisory design panels to advise on appropriate designs for development permit areas. These designs could be for new buildings or for the rehabilitation or renovation of older buildings. If the advisory design panel is not aware that an older building has heritage value, it could well recommend the approval of a permit that could damage or destroy that value.

A design for a new building might seem more straightforward. However, in an area rich with heritage buildings, a modern design that does not take into account the existing aesthetic character of the area could well detract from the area's visual appearance. Again it is incumbent upon the heritage advisory committee to let the advisory design panel know what its concerns are and to directly liaise with that committee where appropriate.

Downtown Advisory Committee

In communities undergoing a downtown revitalization, a downtown advisory committee is

often created to liaise between council and downtown business and property owners. This committee's function is to:

- ❒ afford a mutual exchange of information;
- ❒ allow councils to know the range of concerns and expectations which the merchants and property owners might have; and,
- ❒ let the merchants and property owners know informally what a council may or may not do depending upon the circumstances.

Since a large number of revitalizations take place within older downtowns, they can involve a number of heritage buildings. It should not be assumed that these heritage structures will be conserved: well meaning beautification schemes, particularly where a thematic approach is taken, can often obscure or even destroy the real heritage or character of the downtown. To ensure that heritage goals are met, there should be some kind of liaison and information exchange between the heritage advisory committee and the downtown advisory committee.

Other Advisory Committees

There is no limit to the number of advisory committees a community could have. This is determined by perceived need.

Because the activities of all committees are linked to some degree, heritage committee members would be advised to monitor activities of all committees on a periodic basis to see what impact these committees' recommendations could have on heritage conservation. This can be done informally as well as formally.

4 Administrative

Introduction

A community's administrative personnel are responsible for recommending policy choices and options to elected representatives and advisory

groups and for ensuring that approved policies are implemented and bylaws enforced.

The role of administration, however, is not simply reactive. Administrative personnel meet the public on a daily basis and have to deal with issues whether or not policy decisions have been made. Moreover, they are responsible for:

- devising efficient and effective management systems to implement decisions made by local government;
- making constant adjustments within the management system to ensure that arising issues and concerns can be dealt with as expeditiously as possible;
- analyzing problems that cannot be dealt with under existing policies; and,
- recommending to the elected representatives new initiatives and how existing policies could be more effective.

Local government personnel include professionals and technicians who are trained to deal with and make decisions on a wide range of issues. In addition, they write plans, facilitate meetings and draft strategies or policies. They are important advisors in the formulation of public policy and a necessary component in the development of a heritage management plan.

Heritage program responsibilities

Very few municipalities in British Columbia have full time or even part time staff to deal with heritage matters on a regular basis. Because heritage planning is still a reasonably new concept to most administrations, many deal with it on an *ad hoc* basis or expect that the functions will be carried out by the heritage advisory committee. In almost all cases, it is the function of local government staff, not advisory committee members, to implement action.

There are many departments that could play a role in developing a community heritage planning plan.

Involvement could range from quite limited to reasonably extensive. This will vary from one community to another. It depends on what departments exist and how the administration is organized. There are certain departments, however, that could be involved at some point in the planning process. These include:

- ❒ administration
- ❒ planning
- ❒ building inspection
- ❒ museums/archives
- ❒ legal
- ❒ finance
- ❒ parks and recreation/leisure
- ❒ engineering/public works

It is recognized that **not** every local government will have all these departments represented in their administrative structure. It depends on the size of the community, the scope of responsibility and resources of the particular governing body.

Administration

In British Columbia, each local government has a senior employee who is reponsible for providing advice and making sure policies are implemented. This person is generally referred to as a municipal manager or clerk, band administrator or regional district administrator, depending on the local government involved.

This person answers directly to the elected representatives. Direction from the elected representatives to staff, in turn, generally passes through this office.

While the manager or administrator might have little to do directly with a heritage management plan, it is this person's responsibility to decide how the work will be undertaken, which department will be responsible for what portion of the program, and how the various activities will be co-ordinated. So,

the manager's or the administrator's office would be a good place to start in determining the role of staff in the development of the plan.

Planning

Planning departments tend to take the lead role in heritage conservation. This is logical given that planning departments have the administrative responsibility for land use and development decisions, and conservation of a community's heritage resources is considered a land use or development issue prior to most other concerns. For example, a decision to preserve a site may mean that the opportunities for redevelopment are limited in some way. Because planning departments attempt to look at land use and development decisions in a comprehensive way, they are well situated to deal with heritage planning within this broader context and can advise on how to balance heritage management objectives with other community development objectives as identified in the Official Community Plan.

Building Inspection

Because building inspectors are responsible for life safety considerations and are bound by the *British Columbia Building Code,* they can have a tremendous say in how a heritage building or structure can or cannot be conserved, depending on what changes are approved or not approved.

Although building inspectors are bound by the *Code,* they have some margin of flexibility. Therefore, if a heritage plan is to succeed in the long term, the building inspector should be included in the planning process as soon as possible, particularly for reasons of mutual education. Proponents of heritage management must know what is realistic and feasible under our current laws, and the building inspector needs to know the objectives of the heritage management plan in order to help facilitate heritage conservation.

Museums/Archives

Museums and/or archives are the natural allies of heritage planning. They can usually assist to some extent in the research and documentation of a community's history.

Their goodwill and enthusiasm, however, should not be taken for granted. While they are invariably supportive of heritage planning, they also have their own programs to run and cannot be looked upon to do all of the necessary research for the planning process. A relationship of mutual cooperation with these organizations should be established at the outset of a program. Often they can best assist by making research material available to a heritage advisory committee and having a staff member or volunteer attend committee meetings in an advisory capacity.

Legal

It is the responsibility of the legal department or clerk to ensure that elected representatives do not make decisions that are beyond their legal authority and to draft the necessary bylaws and legal agreements approved by local government.

Since heritage planning can involve a variety of land related laws, most management plans require some legal techniques to achieve their objectives. Often the techniques required must be innovative. Many are developed by informed professionals, such as members of a heritage advisory committee, not lawyers. The techniques are then proposed to council as policy options and the legal department has to comment on the appropriateness of each idea. To have a truly effective heritage management plan, the legal department, like the building inspector, should be included as an integral part of the process as soon as possible. The legal department can counsel on what is feasible and what is not, and on what other legal options might be available.

Finance

The treasurer or comptroller is responsible for financial management and can provide valuable advice on most matters relating to program funding and budgeting.

This department may also advise on financial incentives that could be used to foster conservation (see Appendix 2). Some of these, such as tax relief, entail foregoing revenue. Since this is "lost income", it has to be added to the cost of the program. These and other possible ramifications should be discussed with the treasurer or comptroller before recommending new policy options to elected representatives.

Parks and Recreation/Leisure

These departments (and commissions) are responsible for the leisure and public recreation activities of a community and can be natural allies of heritage conservation. They can assist in such initiatives as public education, programming, interpretive signs and markers, historic corridors and other heritage sponsored activities.

In a number of jurisdictions, parks and recreation departments own property of historic value. Sometimes this land has been assembled for non-heritage purposes, but if the goals of a heritage plan and a parks and recreation program are complementary, then parks and recreation can become a powerful ally for heritage conservation.

Engineering/Public Works

These departments design and maintain the public services and facilities of a community – buildings, structures, grounds, roads, sewers, maintenance, garbage collection and so on. They are also responsible for managing publicly-owned heritage resources – buildings, sidewalks, street furniture, etc. So, in developing a stewardship program for

publicly owned heritage assets, their support is essential. The most effective way to gain their support is to involve them in the planning and decision-making process where it affects their area of responsibility.

Encouraging administrative support

If modifications to a system are made without consultation with the people affected, there will be resistance to the changes, especially if they are imposed. All groups affected must be consulted as early as possible and good lines of communication have to be established with the person responsible for managing the program and the rest of the staff. It is better to implement a program that the majority of staff can support, even if it is less than perfect, than to have an ideal program that will meet staff resistance.

5 Coordination

How you organize the three components – political, advisory and administrative – depends on what systems your local government has in place and how it normally conducts its business. There is no single, best approach. Each local government has to tailor a program to fit its own structure.

What you have to keep in mind is that the management system that is adopted must recognize the legitimate roles and responsibilities of the elected representatives to govern and make decisions, the advisory groups to advise, and the administration to implement.

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Start-Up

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1 Overview

The start-up phase is a critical part of heritage planning. What you are doing is laying the foundation upon which a management plan will be built. The strength and logic of this foundation will determine how successful the plan will be.

Start-up involves two interrelated activities: a **review and analysis** of the current situation and implementation of some **initial strategies.** The intent of both is to gain public support for a heritage program at the very beginning by changing public attitudes or reinforcing them in favour of heritage conservation. Review and analysis provides insight into where things stand before any planning or program development takes place. Initial strategies, on the other hand, use the information gained from this review and analysis to create programs that will help increase awareness and, ultimately, build support.

What follows is a summary of the issues that could be addressed during the review and analysis phase, along with an outline of three key activities to be considered in the development of initial strategies.

2 Review and analysis

Introduction

Some communities have had fairly extensive exposure to heritage conservation through the activities of volunteer groups or through previous

involvement in projects such as historic area revitalizations. Others may have had little involvement or none at all. Whatever the case, each community must judge its own level of heritage acceptance before it can begin to decide what might be appropriate. The purpose of review and analysis, therefore, is threefold:

Public desire leads to political will.

1. To better understand the role of heritage conservation within the life of the community.
2. To lead to an understanding of what action if any should be taken in the long and short term.
3. To determine what enabling resources are available to undertake any kind of program.

The task at this stage is to review and analyze the following issues:

- ❒ current issues and conflicts
- ❒ public acceptance
- ❒ heritage conservation and physical development
- ❒ heritage conservation and economic development
- ❒ heritage conservation and social policy
- ❒ the priority of heritage conservation relative to other community endeavours
- ❒ the potential involvement of local government, other levels of government, the business community, service organizations and private individuals
- ❒ the level of public resources and/or funds that could be dedicated to heritage conservation

Current Issues and Conflicts

The call for a local government to develop a heritage conservation program often arises as a reaction to some specific issue or conflict. Generally, supporters of heritage conservation would like to see a management plan developed to protect all heritage resources in the future, while antagonists would criticize such an intervention as unnecessary. Usually the problem is thrown to the politicians to decide.

The place to begin is to identify the full range of issues which the local government might have to consider, the relative priority of each of these issues, the short and long term implications of dealing with each one, and possible alternative strategies for action. Local governments will never have the resources to deal with all of the issues. Decisions have to be made. Unless there is a reasonably comprehensive analysis of the issues and conflicts, the local government could find itself reacting to one problem after another, which might not be important issues in the long run.

Public acceptance

Before any heritage program can be implemented successfully, there must be a certain degree of public acceptance.

Before any heritage management plan can be implemented successfully, there must be a certain degree of public acceptance. If the community's elected representatives feel there is little or no public support for heritage conservation few may be willing to introduce anything beyond the most rudimentary program, no matter how valid the idea might be. It is essential to build public support at the outset, to clearly demonstrate that heritage management is both sound and desirable. Public desire leads to political will.

Heritage conservation and physical development

It is not possible, nor desirable, to conserve everything.

It is not possible, nor desirable, to conserve everything. But there do exist some buildings, features or areas in any community that give it a special sense of time and place. If properly managed, these can enhance a community's character, identity and sense of stability.

How much should be conserved depends upon such factors as:

- ❒ the extent and quality of the heritage resources
- ❒ their condition
- ❒ the degree of community acceptance for conservation

- ❒ how their retention would benefit the residents
- ❒ the degree of physical change acceptable in the community

There is no simple formula for all communities. Every community is special.

What you must do is balance the need for legitimate change with the desire for reasonable conservation. Such a policy almost always necessitates trade-offs.

Heritage conservation and economic development

Enlightened conservation can contribute significantly to economic development.

For many years our society has equated economic development with progress and progress with new construction. Yet heritage management and economic development are not mutually exclusive. Enlightened conservation of a heritage resource or resources can contribute significantly to the economic development of an area. Downtown heritage revitalization, for example, has been known to increase economic prosperity without requiring any large scale new development. It's important, therefore, to consider how the conservation of heritage resources can lead to or further the objectives of economic development.

Heritage conservation and social policy

Conflicts arise when people's concerns are not taken into consideration.

Heritage conservation involves more than just "things" and money. It also involves people. Conflicts can arise when people and their concerns for their community are not sufficiently taken into consideration.

At the root of community heritage conservation is the concept of time and place. Community heritage resources are, by definition, unique: each has been fashioned through thousands of incremental decisions made by its owners and/or users. To an outsider, what might seem to be a haphazard collection of older buildings may be home to many of the people who live in the community. A resistance to change often springs from just how valuable the sense of time and place is. This resistance should not be thought of as

something that is negative. Indeed, at its centre is a feeling of community pride. If properly harnessed, this pride can become not only a social and cultural asset, but an economic asset as well.

How can heritage conservation assist a community to manage the rate and degree of change?

To manage change effectively, a local government can develop a heritage conservation program which will meet the particular circumstances of its own community. What is appropriate depends upon what community's needs are. There is no such thing as an ideal program that will fit all situations.

For example, if the issues are small and occur only occasionally, dealing with each problem as it arises may be sufficient. But in today's complex and dynamic society, a local government can find itself reacting to change rather than managing it in a balanced and rational manner. A well thought-out heritage conservation program not only provides a framework for rational decision making, it can also save time and money in the long run because there is an accepted system of how to respond to the issues as they arise.

The priority of heritage conservation

Local governments have many competing priorities for scarce resources. Choices have to be made and heritage conservation is just one of many. In view of this, it is important to keep in mind that a heritage management plan does not have to be fully developed and implemented immediately. It could be phased in, depending on the opportunities and the public and political acceptability. As acceptability increases, the need for an appropriate level of financial and personnel support will become more self-evident.

Involvement of other levels of government

Developing a heritage plan can be a little daunting at first, but local governments do not have to do it

alone. From the outset, the community should make itself aware of what assistance is available from the provincial and federal governments. Senior governments are continually developing or revising programs to help local governments. Many of these programs can be used for heritage management purposes, either directly or indirectly. They can range from financial assistance programs, to employment programs, to programs of technical advice.

Public/private sector cooperation

As well as turning to other levels of government for assistance, a community should also carefully consider what organizations exist within your community to provide support. Community organizations and business groups can become natural allies if the heritage conservation goals are compatible with their own goals. It is important to bring these groups into the discussion early on.

For public/private sector cooperation to work, it is important that the public sector set an agenda that is beneficial to both sectors. Here joint ventures and incentive programs work far better than regulations. From such initiatives the following kinds of benefits can accrue:

- ❒ an increased tax base from increased property values
- ❒ an increased tourism potential
- ❒ increased job creation
- ❒ a greater sense of community pride
- ❒ a greater base of knowledge and skills

Public resources and/or funds

The enhancement of a community through heritage conservation requires an investment. But these costs, including money and time, should not be seen as non-recoverable. They should be weighed against the benefits that can accrue to the public from this investment.

The reluctance of some jurisdictions to pay for heritage conservation often stems from an unclear idea of the benefits that could result.

The reluctance of some jurisdictions to pay for heritage conservation often stems from an unclear idea as to the benefits that could result. Because most local governments operate on tight budgets, this reluctance is understandable. To some extent the onus is on those charged with the responsibility of heritage planning to create a balanced and well conceived program that ensures that public investment, if required, is made in manageable and readily justifiable amounts.

Expectations need to be realistic. Heritage conservation is a long term initiative. What you spend today is a physical, economic, cultural and social investment for the tomorrow.

3 Initial strategies

Introduction

After review and analysis, the second task in laying the groundwork for successful long range heritage conservation is to develop some initial strategies. An important objective is to build **public awareness** and, ultimately, **public support.**

In developing support, three key activities should be considered. These are:

- ❒ creating an awareness of what heritage conservation and a heritage management plan means
- ❒ reaching some community consensus on a vision for a program
- ❒ implementing a pilot or demonstration project

If a community has little or no experience in heritage conservation, it might be a good idea to start with a simple, achievable project. To begin with something more ambitious, particularly when the public or elected representatives are not supportive, could have negative results. A poor start can set the program back for some time.

Creating an awareness

While the members of a heritage advisory committee might have a reasonably good understanding of the benefits of heritage conservation, chances are politicians and the public are not nearly so well informed. If negative attitudes exist, it is necessary to address these before considering an ambitious program.

In building a positive image, two key strategies should be considered:

- marketing the **benefits** of heritage conservation and the kinds of programs that might be available
- creating **opportunities** for public participation.

Marketing

Before the public can judge whether or not a heritage conservation program is something the community should pursue, it will need to have a clear idea as to what it means. What the proponents of heritage conservation have to do, therefore, is market the concept.

Marketing in this context means understanding a public need and then effectively communicating the notion or idea of something before you sell the actual product. Marketing heritage management plans means **creating an atmosphere of acceptance** and/or desire prior to the implementation of a project or program. It is an important early step in creating a receptive atmosphere for a heritage management plan and it is one that should be maintained and repeated as the program evolves.

To implement such a strategy the municipality does not have to embark on a major information and educational program. The Provincial Government, and national and provincial heritage organizations regularly produce information which may be of assistance. What the community might have to do is

Who should be responsible for marketing heritage management?

The responsibility for marketing does not rest solely with local government. The process might begin with the heritage advisory committee, but the responsibility should be shared with all community groups that have an interest. Through ***networking*** *the load is not only shared with other interest groups, but the program begins to forge a number of allies working towards a common goal.*

Heritage groups and historical or museum societies might be the first groups to assist and may, in fact, be the key players in marketing the program, but it is also very important to target organizations such as service clubs, business organizations, and neighbourhood groups as part of this network. The notion, in building this network, is "to tell a friend" and "to have a friend tell another friend" until the idea becomes widespread. These "friends" do not all have to be active in the heritage program, so long as they are receptive to its objectives.

The key to sound political commitment is a broad base of public support. This can only be achieved if the program is meaningful to a large segment of the community and is perceived to have tangible benefits for the entire community. While leadership is very important to get any program launched, if it is too controlling, narrow and restrictive, it can become an impediment to the community building process.

to supplement this information with material of a local nature and to ensure that this information gets out to the people who need to know about it.

Public participation

Successful marketing should lead directly to the second step in the awareness building process: public participation.

Once people have some idea of what heritage conservation is about, their questions, ideas, concerns or misconceptions need to be addressed. More than just providing feedback, what public participation does is to draw out a wide range of ideas and opinions that are often not self-evident or not particularly well articulated. This information is

important for the ongoing assessment of public acceptability and desire for heritage conservation.

Public participation is also necessary to build a strong community base. This can only be achieved if heritage management is presented as open and accommodating to a wide range of ideas and opinions. If it is perceived to be the preserve of a select few, it could be seen as an elitist activity. Not only will few people be interested in supporting the program, but it will probably have poor political support as well.

*A **community's vision** of what it would like to be in the future consists of the collective values of the community projected onto its identity which has developed over the years. This identity and these values, whether liked or disliked, are the starting point for change: if a community likes its identity it will make decisions that will retain or reinforce this identity; if a community dislikes its identity, it will attempt to change this identity to match its current collective values.*

Agree on a vision

Most people have some idea as to what they consider a heritage resource to be and whether or not it should be conserved, but rare is the community that automatically has widespread consensus on these issues. Before any serious planning can be seriously undertaken, some level of consensus must be achieved. Agreeing on a vision for community heritage conservation is the first step in reaching that consensus.

Agreeing on a vision involves assessing the results of review and analysis in light of what was accomplished during the awareness building stage. This should provide answers to the following questions:

- ❒ What is the identity of the community right now? If a community had to define itself to someone who has never been there, how would it describe itself?
- ❒ What are the issues facing this community and how do they affect the identity?
- ❒ What does the community value and wish to retain?
- ❒ Where are we now? Where would we like to go? How can we get there?

Undertake a demonstration project

Once you have selected a demonstration project, promote it throughout the community. Make it a media event. Build support.

While creating an awareness and agreeing on a vision are invaluable early planning steps, neither have a tangible, physical product as an outcome. A demonstration project, even if it is only a symbolic gesture, is often required to increase public understanding.

The project should be chosen based on what will work well in a particular community. It could be the restoration of a specific building, the initiation of a historic marker or plaquing program, or even the production of a walking/driving guidebook of the community's historic buildings and sites. Whatever project is chosen, it should meet the following criteria:

- ❒ It must be **achievable.** It is better to start small.
- ❒ It should be **highly visible** in the community.
- ❒ It must be **seen as a winner.** Do not pick a project that sounds good, but is hard to turn into a reality.
- ❒ It should be something that will **generate community support,** even from people who are usually indifferent to heritage conservation.

As a final note, remember that credit should be given to all those who had anything to do with the project, particularly local politicians. Ultimately it is the elected officials who have to take the responsibility, good or bad, for public decisions. It is always wise, therefore, to acknowledge their support for positive achievements. The objective, after all, is to build as broad a base of community support as possible.

4

Planning

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1 Overview

Planning is a way of organizing activities in order to reach certain goals within the limits of available financial resources, time and energy. It is a process of deciding where you are now, making decisions about where you would like to be by a certain time, and creating realistic strategies for getting there.

The traditional approach to heritage planning

In the traditional approach, your first job was to prepare what has become known as a heritage inventory. This involved compiling a comprehensive list of all community heritage resources, then evaluating these resources and ranking them into levels of significance. Once the inventory was done, a management plan could be produced to show how these resources should best be conserved.

This sort of traditional approach can work well if heritage conservation is a top priority in your community, if you have a lot of time, and if you have extensive human and financial resources at your disposal. Few communities, however, have such a commitment to heritage.

The new approach

The approach recommended in this Guide is a form of planned and managed incrementalism, building from the bottom up one block at a time. You have to understand where you are now and decide where you would like to get to by establishing **achievable** targets or goals before you can start gathering relevant information. Instead of preparing a single,

comprehensive inventory, you gather and process information only as it is needed. The inventory in this way is something that evolves over time based on the needs of the plan.

In brief, this incremental approach to planning and information gathering involves undertaking the following key activities:

1. Understand where the community is now.
2. Define where you want to get to.
3. Identify which programs and activities will get you there.
4. Gather the information you need to know to get there.
5. Evaluate the information.
6. Create a management plan based on the results of all of the above.

These activities, along with extensive and ongoing consultation, form the basis for the 14-step planning process presented on the following pages. It is not expected that every community will need to or want to undertake all of these steps. It will depend on what needs to be done, the size of the community, the extent of its heritage resources, and the human and economic resources available.

Underlying principles of planning

As you embark on the planning process there are three underlying assumptions or principles that you should keep in mind. These are:

1. **Planning is as much about listening to and managing people as it is about developing a plan for action.** It is a **process** and a **product**, and ideally the product should be just as much the result of a people-process as it is of technical things to do.
2. **Resources – time, money and people – are limited and demands can be infinite.** You cannot do everything. Choices have to be made. What choices are made depend on the priorities of your community.

Step 1: Review and analyze
Step 2: Prepare a vision statement
Step 3: Prepare preliminary goals and objectives
Step 4: Review management options
Step 5: Define information needs
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Step 10: Evaluate the resource base
Step 11: Compile the information
Step 12: Organize a draft plan
Step 13: Conduct a full public consultation
Step 14: Prepare the management plan

Consultation is a critical component of effective planning.

3. **Priorities change over time.** There is no such thing as a plan that is good for all time. Plans must evolve as priorities change.

Planning is as much about people as it is about things. You need community support if any plan is to succeed in the long run. One of the best ways to gain this support is by making sure people know what's going on and by offering opportunities for involvement. Consultation, in other words, is a critical component of effective planning.

What is the relationship between heritage planning and community planning?

Heritage planning is part of community planning and should not be thought of as an activity that can take place outside it. A heritage plan, to be effective, should be integrated with the Official Community Plan (OCP). It cannot have objectives and strategies that are not harmonized with the OCP. The two should reinforce one another.

Often a community plan is prepared before a heritage management plan is undertaken. If the heritage management plan recommends objectives which conflict with the OCP, then one or both of the plans must be amended, depending upon which plan has the more appropriate objectives.

2 The planning process

What follows is a brief review of the 14 steps involved in the incremental planning process.

Step 1: Review and analyze

Review and analysis involve taking a formal look at your current situation. Even if a review and analysis has been undertaken during the start-up phase (see page 30) it would be wise to review the findings again because the situation may have changed since then. Questions you should ask include:

- ❒ What are the current heritage conservation issues and problems facing the community?
- ❒ Has an awareness of heritage conservation been raised in the community? How supportive is the community?
- ❒ Is there an effective network in place which will help to facilitate a heritage management program?
- ❒ Is more marketing required before a heritage plan is considered?
- ❒ If there was a demonstration project, was it successful? Is another one needed?
- ❒ Is there any kind of community vision? What kind of consensus is there regarding this vision?
- ❒ What are some of the more obvious priorities that should be addressed in the management plan? Is there general agreement on these items?
- ❒ As it stands, what strengths, weaknesses and opportunities exist in your community which will effect your program?

Once these and other similar questions have been answered, the answers should be summarized concisely so that anyone involved or anyone interested can review them and provide their input. Leaving the answers vague and undefined can lead to trouble. It's possible that everyone involved could have a slightly different idea as to where things are and where they should go. So, instead of getting on with a plan, valuable time can be lost arguing about where to begin and what is relevant. Summarizing answers forces all participants in the planning process to get their unspoken assumptions and prejudices out into the open.

Agreeing on a vision is the first step in reaching consensus.

Step 2: Prepare a vision statement

Once you have determined where your community is now, you can prepare a vision statement. This is a brief and broad idealized statement of where your community wants to go. If creating a vision has not

Start Small

It is often better to start small to gain public and political acceptance, than to be overly ambitious and lose credibility. A management plan should be expanded only if the community is willing to make heritage conservation a significant factor in its community goals. Implementing a heritage plan is akin to that old riddle: "How do you eat an elephant?" Answer: "One bite at a time."

been done as part of the start up activities, it should be done now. Even if one has been done, it would be wise to review it for current applicability (see pages 37-39).

Step 3: Prepare preliminary goals & objectives

The next step is to prepare broad preliminary goals that define what should be done to achieve the vision and then set specific objectives that show how to achieve these goals.

Although the terms "goals" and "objectives" are often used interchangeably, in the planning process they are different. A goal here is defined as a process that will help a community achieve its vision. It concerns what should be done to achieve what the vision statement sets out.

Goals are idealized aims. They tend to be timeless and never fully attainable. For example, a goal for a heritage management plan might be to revitalize an historic downtown core. A program designed to implement this goal could never achieve total revitalization; even if all of a downtown area were to be revitalized as such, it could not all be maintained to a level of absolute revitalization. What a goal does is establish a guiding principle from which subsequent activities will follow.

A plan might have many goals or it may have only a few. It all depends on what needs to be done. Goals should be prioritized to ensure that the more important ones are pursued first.

Objectives are concrete activities that can be achieved within a specified time period. They are the things that can be done to achieve a goal. Since there are a number of different ways to realize almost any goal, most goals can have a number of different specific objectives. For example, two possible objectives for the historic area revitalization goal could be:

1. To form a downtown heritage area revitalization steering committee with

members composed of downtown merchants, property owners and the municipal council by October of this year.

2. To undertake a detailed heritage area analysis of the defined revitalization area by the end of February next year in order to clearly identify the buildings, structures and features which may be historically or architecturally significant and which should be conserved as an integral part of the project.

The efficiency, effectiveness and appropriateness of these activities will be judged according to the degree to which the objective can be realized.

In preparing objectives, several key points should be kept in mind:

- ❒ Objectives should specify a target.
- ❒ Where appropriate, the magnitude of changes expected as a result of achieving that target should be specified.
- ❒ A time frame should be stated.
- ❒ Objectives should be simple and clear; jargon should be avoided.
- ❒ Objectives should be realistic; unachievable objectives can lead to a lack of confidence in the program.
- ❒ Objectives should not have to be absolutely defensible to all who read them; they are working statements. What is most important is the degree to which they succeed in attaining program goals.

Step 4: Review management options

The next step is to determine what kinds of techniques or programs are available to achieve the vision, goals and objectives. These techniques – or tools – are the management options. They can range from heritage designation to tax incentives to zoning controls to financial assistance programs sponsored by the provincial and federal governments.

A good heritage management program should carefully balance incentives and controls.

One way to consider management options is to view them as either incentives or controls.

- An **incentive** is an inducement to a private property owner to conserve heritage property. A grant to assist a property owner to rehabilitate or maintain a historic building is a good example of an incentive.
- A **control,** on the other hand, is a command, usually expressed as a bylaw or some other form of regulation, which compels the property owner to conserve property to a certain degree, or which prevents the owner from doing something damaging. Designating a building as a municipal heritage site is an example of a control.

A good heritage management plan should carefully balance incentives and controls. Although, in the short-term an incentive program will cost a municipality more money because it must offer something to get something, in the long term, it could well make the difference between a program that is socially acceptable and one that is not. Controls, on the other hand, have an immediate impact in that they prevent someone from doing something deemed socially negative. However, they rarely encourage someone to do something positive.

For a more detailed discussion of management options, see Appendix 2.

Step 5: Define information needs

With goals, objectives and management options defined, planners can begin to isolate what historical and other information the program will need. This in turn will guide data gathering and processing. This is an important phase because without clearly defining what information is needed, a lot of information can be gathered that has little relevance to the program. Conversely, insufficient information can be gathered where more is needed.

Step 6: Conduct selective consultation

In the early stages of planning, public consultation does not have to be widespread. It is probably most important to discuss what has been accomplished so far with key groups and organizations.

There are several good reasons for introducing consultation at this early stage.

- ❒ If the community is going to support the program, its diverse points of view must be accommodated. Where they cannot be accommodated, they must be at least recognized and answered. The earlier these issues are addressed, the sooner the program starts to deal with real concerns in the community.
- ❒ It does not matter how good the group preparing the goals and objectives may be, rarely do they anticipate all the priorities or options that may be available. **Public consultation provides input.**

You need community support if any plan is to succeed in the long run. One of the best ways to gain this support is by making sure people know what's going on and by offering opportunities for involvement.

Administrative consultation

A good place to begin the consultation process is with administrative staff. At this time, such consultation is often a process of mutual education. For example, staff might have little idea as to what heritage management entails beyond a few popular cliches, both good and bad. Consultation gives them an idea as to what to expect from a heritage management program. Once they have had a chance to review the proposals, they can advise on the technical, legal and financial feasibility. Conversely, it is equally important for the planners to know what problems the staff must face in implementing a heritage consultation program.

Advisory group consultation

Generally, the idea of a heritage management plan originates with a heritage advisory committee. If not, the outline should be circulated to heritage advisory committee members, as well as to members of other

advisory committees whose jurisdiction and deliberations might have an impact on the intentions of the plan. Again the purpose is to elicit comment and constructive suggestions as early as possible in the program development stages. Having committee members review the draft also serves as a form of education and apprises the various committees of the intentions or aspirations of the management plan.

Political consultation

It is very important to get a reaction from elected representatives to the proposed size, extensiveness and impact of a program. If they feel uncomfortable about the approach that is being taken, now is the time to address this, not after a lot of work has been done and expectations raised. What you are looking for at this stage is approval of policy direction, not necessarily on program details.

Building consensus

In almost any form of planning there are two inter-related dimensions. One is the formal or technical: this is planning that determines how to get to a specific goal or complete a specific task in the most efficient way possible. Planning in this way involves ***information collection*** *and* ***analysis****. It is* ***product-oriented.***

Product-oriented planning only works if all players agree. With community heritage planning, this is seldom the case: what one person or group considers appropriate others could easily oppose. If you are to create a democratic plan, you have to build consensus. Planning, in this way, involves ***consultation*** *and* ***education****. It is* ***process-oriented.***

Community heritage planning, by necessity, involves both product-oriented and process-oriented planning. It is a recurring cycle of information gathering, information processing and consensus building. What you are doing, again and again throughout the process, is going back to the community to consult and build consensus. Any attempts to dispense with this effort for the sake of short-term efficiency can result in long term inefficiencies, usually of a greater magnitude. The old adage that "we never have time to do it right, but we always have the time to do it over" applies when this dimension of planning is ignored.

Community consultation

Once some form of consensus has been reached within local government, the goals and objectives can be circulated to key public groups for similar kinds of review and comment.

An obvious place to begin is through the network created when the initial strategy was implemented (see Chapter 3, Start-Up). If this network has not already been developed, it is important to do so as soon as possible. Not only will it build community links, but it will serve as a means through which key, influential groups can be educated about what the program is trying to achieve. Moreover, it gives the program access to a wider range of ideas which is not always available when comment is internally restricted.

Another method of public consultation that might be considered is a more generalized approach. For example, a notice could be published in the community's newspaper announcing that the local government is about to begin work on a heritage plan. It could list the key points of the goals and objectives and then ask for the public's reaction. It should tell the public how to respond – usually in writing on a prepared form – who to respond to and when the responses have to be received. When going to the public it is important to be well prepared. Clarity will help to avoid misunderstandings.

Step 7: Prepare final goals and objectives

This involves refining goals and objectives established in Step 4. At this stage, preliminary goals and objectives should be reviewed in light of:

1. The information needs defined.
2. The results of the selective public consultation process.

These revised (if necessary) goals and objectives should then be used to direct preparation of the draft management plan.

Step 8: Prepare a historical context

Because the purpose of a heritage plan is to conserve selected heritage resources in a community, it follows that those resources must be defined before you can decide what to conserve, much less how to conserve them.

A historical context is an overview that defines the historical values and processes that have created a community. It is the yard stick against which a community can identify which of its heritage resources are significant. In order to say that any building is of architectural significance, for example, it has to be described as being significant relative to or in the context of something else. Without describing what that context is in terms of the community, the evaluations are generic at best and may, in fact, inadequately describe why a building or site is valuable to a particular community. Furthermore, without conducting an evaluation in terms of the historical context, it is difficult to determine what conservation strategy might be best to use.

Preparing a historical context involves defining a resource or resources as significant in the context of something else. For example, if a downtown heritage area revitalization project has been defined as a program goal, the historical context should trace the development of the downtown, its patterns of development, the nature of its built forms and their architectural styles. This context provides the framework necessary to understand the historical importance of any resource within the study area.

Through historical analysis a community can define what values are important and can establish the basis for identifying what resources contain these values. Hence, establishing a historical context lies at the heart of any heritage resource evaluation method.

Step 9: Conduct a field survey and site historical research

A survey is the first step in the **inventory process.**

Its purpose is to gather raw data that identifies the nature, extent and condition of heritage resources that exist within a defined area.

Survey scope

What to survey depends upon the purpose of the heritage management plan (Step 7). A list of possible resources could include:

- ❒ buildings
- ❒ historic sites
- ❒ archaeological sites
- ❒ historic streetscapes and districts
- ❒ street furniture, historic pavings and amenities
- ❒ walls, fences, gates and related features
- ❒ industrial sites
- ❒ civil engineering monuments
- ❒ heritage trees and cultural landscapes

Survey methodology

The usual method of collecting data is to first of all clearly define the area where the survey will take place and then to define the kinds of heritage resources that should be examined. It is important to understand that all heritage resources in this area do **not** have to be examined: only those which will be managed through the heritage plan. The most common way of collecting data is through photographs and written documentation. Photographs show what the resource looks like right now. Written documentation, on the other hand, should describe in detail what is not so obvious in a photograph.

Data is usually collected onto a survey or a field recording form during the field survey. There is no such thing as a standard survey form which will fit all situations. Depending upon the nature of the

The inventory process should be considered as an integral part of the planning process, not something which exists outside of it.

resources being surveyed and the goals of the program, a specifically tailored form should be designed. However, the form should be broad enough in scope that the data collected may relate to other heritage planning endeavours and to other heritage resource surveys. This will allow for a cross comparison of data, a reduction in total costs, and an avoidance of unnecessary duplication.

Site historical research methodology

Site historical research builds on the information gathered from the historical context (Step 8) to verify in greater detail the history of each historical resource surveyed.

In undertaking site historical research there are two levels of documentary research to be considered: primary and secondary. **Primary research** involves looking at records and documents that come from the historical period itself: land title deeds, tax notices, mortgage certificates, building records, diaries, letters, insurance atlases, and so forth. **Secondary research** includes all written accounts based upon primary material, such as histories, magazine articles, and so forth. Site historical research should be based on as much primary research as possible. Not only may published histories have a number of historical inaccuracies, but they are often written from a specific point of view that interprets the data in a certain way. Relying solely on secondary sources will only reinforce the inaccuracies where they exist and perpetuate a point of view that might not be valid.

Survey and research costs

An important point to remember is that site historical research and surveys are expensive in terms of both time and money. While it might be desirable to conduct a comprehensive survey of all heritage assets of a community and to undertake

What is the difference between a survey and an inventory?

The words survey and inventory are often used interchangeably. Within this guide, however, they mean quite different things.

*A **survey** entails the collection of basic data. As such it is raw information, a stock taking of possible worthwhile assets. The accumulated data forms the data base for the management plan. No heritage assessment or evaluation is undertaken at this stage, instead the survey identifies physical resources which may, after objective analysis, prove to be of heritage significance. Hence surveys are quantitative in nature.*

*An **inventory**, on the other hand, is a process that results in a selective list of resources that are chosen from a survey on the basis of careful evaluation. This information is then processed and forms the basis of information about the resources to be managed. In this way, the inventory process involves three key activities which together result in the production of qualitative material. These activities are:*

- *gathering information*
- *evaluating the information*
- *compiling the information*

Because the inventory process is structured in such a way as to help solve management problems, the qualitative material forms the core of the management plan's information system.

detailed historical research on all of the more important historic sites and buildings, the cost may be prohibitive. You have to continually ask the question: "How much does someone need to know about something to make an effective decision?" Answering this may not be easy, but it is critical. After all, research and surveys are aids to decision-making; they are not ends in themselves, nor are they substitutes for decision-making.

Step 10: Evaluate the resource base

Evaluation is the next step in the inventory process. It involves processing the historical context

information, field data and site historical research into usable information relating to the goals of the plan.

Traditionally, the most common method of evaluation has been to prepare a set of evaluation criteria and then to measure each item surveyed against this criteria. Generally items are then ranked into groups of relative significance.

A published inventory should take care to promote itself as a selection of some of the community's heritage resources and not some kind of immutable list.

This Guide, however, recommends a different approach. Because information gathering is based **only** upon collecting data which is relevant to implementing expressed management goals and not on collecting **all** data which might have heritage significance after careful evaluation, multiple scores and categories of relative significance do not greatly help in making a management decision. The critical question now becomes: does the resource being analyzed have any significance in terms of taking some conservation implementation action and if so what is it? Knowing the relative significance of the resource can be irrelevant. It is either dealt with by the program or it isn't. If it isn't, it does **not** mean that the resource does not have heritage significance; it just means that given the goals of the plan, the particular heritage resource in question is not being dealt with at this time.

So instead of assigning a generalized value to a building or a resource, this Guide recommends a specific **heritage character statement** be written for each building or resource as a result of the evaluation. The heritage character statement carefully defines the values of the building or resource which should be conserved **in relation to the expressed program goal.**

For example, in the case of downtown area revitalization, all historic buildings and features in the defined area probably should be surveyed and evaluated because the program will have an affect on the entire area and all of its historic buildings. The heritage character statement for each of these

buildings should clearly define what visual elements give the downtown area its unique sense of time and place.

On the other hand, if the goal is to identify and commemorate a community's outstanding houses, only the best of these will be commemorated. Heritage character statements for each of these buildings should be prepared stating the reasons for commemoration. This does not mean that all of the other historic houses in the community have little or no importance; it only means that given the nature of the particular program being applied, it is not necessary to know their relative importance, nor to have a character statement written about them.

However, if the program was concerned with a neighbourhood revitalization program, it would be necessary to know the values of the other buildings as well, and to have prepared heritage character statements in order to determine what values are to be conserved. As is illustrated in the example given immediately above, a building or resource can have one or more character statements, depending upon which of the program goals impact it.

As much as humanly possible, evaluation and the preparation of heritage character statements is meant to be an objective process. Evaluations should not be based on anyone's personal taste. Whether or not someone likes or dislikes a particular building has no place in a formal evaluation.

Step II: Compile the information

The final step in the inventory process is to put the findings of the survey and subsequent evaluation into a form that can be used for program management. Record keeping is very important because it is on this information base that all future data will be gathered and correlated. If it is not properly housed and maintained, it may be necessary to gather the material again at some

other time. With current computer capabilities, a computerized system should be considered. If you opt for this approach, make sure the inventory is put on the same database system your local government currently uses.

Often the findings are published in a book. But this is only one way of presenting a community's heritage resources. A heritage registry is another. What is important to remember is that this is the information base of the management program and as such, it has to be accessible and flexible.

Why are inventories published?

Publishing an inventory is one method of marketing the heritage of a community. It can also serve as an important means of raising public awareness, which, in turn, can lead to increased public participation. Publishing, however, is costly and should be done only if it achieves specific goals of the management plan.

An important point to keep in mind when considering this option is that communities are not static. Many things will change over time. A published document, on the other hand, is static. It reflects what existed – information, priorities, objectives – at the time of publication.

Other options

An inventory does not have to be published as an "inventory". There are other formats, such as information pamphlets, guides to architectural styles within a community, or walking and driving tours. These could meet specific goals of the management plan while still being flexible enough to respond to change.

The legality of a published inventory

A published inventory – or survey – has no legal authority in itself, unless it is formally adopted as part of an Official Community Plan. It is simply a management tool. Many people have thought that because their house is listed in a published inventory that some sort of regulation or land use control has been placed on it or that it affects the economic value of the property. These notions should be dispelled when beginning the inventory process or when you make the findings public.

Step 12: Organize a draft plan

The plan should be clearly and precisely written, with as little jargon as possible.

A management plan is the document that describes what actions will be undertaken within a defined time period in order to achieve the goals and objectives of the heritage management program.

It should be written as a draft plan first in order that the community local politicians, staff and members of advisory groups can read and comment on the findings and recommendations before it is approved as policy. Even though at this stage it is a draft, the scope of the plan should be as complete as possible. This is what you are taking to the community for approval and/or feedback, so it should be thorough. It should also be clearly and concisely written with as little jargon as possible in order to ensure better understanding, and ultimately more informed debate.

In terms of content, there is no standard format. There are, however, certain categories that should be considered. These are:

- ❒ an introduction and summary of the plan
- ❒ a vision or mission statement
- ❒ a set of program goals, objectives and policies
- ❒ a historical context
- ❒ an inventory of heritage resources to be conserved
- ❒ a plan of how these resources are meant to be conserved within a defined period of time

A management plan is a working document and not an end in itself.

All these components do not have to appear in a single document. Often, the historical context and inventory are reproduced in a separate volume, and only the highlights are included in the formal part of the plan. It is important to remember that a management plan is a working document and not an end in itself. The best plans are those that achieve what they set out to do, not necessarily the ones that are overly comprehensive but unachievable, nor the ones that are the most elegant looking.

Step 13: Conduct a full public consultation

The purpose of full public consultation is to provide an opportunity for the community at large to review the entire proposed plan and to comment on its recommendations. This procedure is a well accepted tradition in the preparation of community plans. However, it is still new in community heritage planning. The obvious advantage is that through public consultation, a heritage management program is built with community support rather than being one that is imposed on the community with little public input.

Political consultation

The place to begin public consultation is with local government. Elected officials must be in sufficient agreement with the recommendations before a plan can be considered openly. If local government was properly apprised during the initial consultation stage and briefed during the preparation of the plan about any problems that might have arisen, tabling the plan should be little more than a formality. It can then be referred to staff and the advisory committees concerned for review and comment.

Public consultation

While the internal review is underway, the full public consultation process could begin. Summaries of the salient points of the inventory and management plan should be prepared and made available to the

public prior to any public presentation. Full copies also should be made available for those who would like to review the entire plan. With this information, a questionnaire could be prepared to elicit feedback in a structured manner. Space should be made available for general comments.

To reach the community, you could consider giving a public presentation. This could take the form of a public meeting or an open house. The **public meeting** is a more formal option and does not allow for much detailed interaction between participants. However, it does allow the public to express its feelings openly.

An **open house**, on the other hand, is a more informal and intimate alternative. It is an opportunity for people to meet with the staff, consultants and members of the heritage advisory committee, and ask questions about the plan. The open house is usually held all day for two to three days, depending upon the need, and often a number of evenings as well, for those who cannot attend during the day.

All property owners whose property is listed on the inventory should be formally notified of the public opportunity to participate whether it is an open house or a public meeting. Furthermore, all groups who participated in the initial public consultation should be similarly notified so that they can comment on the draft proposal. The results of the questionnaires and public forums should be carefully analyzed and summarized in a report on the findings for all participants to see how the community at large felt about the draft plan.

Keep it simple

Throughout the consultation process, you should keep in mind the importance of making the information understandable and to the point. Too much information can obscure your point and lose your audience.

Should a management plan deal with the entire community?

If a community can handle such a large undertaking all at once, then there is no reason why the plan should not be that extensive. However, for many communities, heritage planning will be a new undertaking and a better approach might be to address immediate priorities first, then deal with other issues and concerns at a later date.

This approach allows the community to build a program based on experience and at a level that may be more broadly accepted. After all, community planning is not done all at once. Different parts of the community are planned at different times, based on priorities and needs. A heritage plan should be no different.

Step 11: Prepare the management plan

Preparation of the management plan involves incorporating the results of the evaluation into the draft plan. What you are doing is devising the best approach to conserving your community's heritage resources based on what your community wants and what it can do. In this way, the purpose of a management plan is threefold:

1. To decide what specific course of conservation action will be taken within a defined period of time based on the given priorities of a community.
2. To guide implementation.
3. To ensure that you are expending resources – money, time and labour – in the most efficient and effective manner possible.

What is the structure of a management plan?

A management plan can be described as having two major components: a long range or strategic part and a short-term or action part.

***The strategic part** includes the vision statement, the statement of goals and the overall priorities for action.*

It states idealized aims and the major processes that are involved in achieving those aims. As such, it can be described as broad policy.

***The action part** outlines the objectives of the management plan and the specific concrete steps that have to be taken to achieve the objectives. It is a specified program of work that directs the day-to-day activities of advisory groups and staff. The time limit of an action plan should not be any longer than two years.*

Annual reviews

The further we project a specific sequence of steps into the future, the more vulnerable a program becomes: decisions beyond the control or scope of the program change the condition which the plan is meant to influence. The action plan may not be able to meet the strategically set goals if they are planned to meet certain problems and issues and those specific problems and issues change. Therefore, on an annual basis if possible, the plan's objectives should be reviewed and then decisions made as to the best strategies for the coming year. In this way your action plan stays flexible and relevant and, hence, is a more effective management tool.

Tailored plans

Action plans must be tailored to the goals of the strategic plan, to the annual priorities that have been defined, and to the enabling resources that are available. A single format cannot be prescribed, but a number of elements can be considered. The critical issues to address at the outset are budget, the size of the program, the pace at which it is to be introduced, and the implementation options available.

Plan comprehensively, implement incrementally

The strategic component of the plan looks at where the program will be sometime in the future. In order to do so, it has to be comprehensive. The action plan, on the other hand, is the management strategy. Because it interacts with and modifies the environment it is meant to change, it is always better to proceed incrementally, allowing the community to adjust itself to these changes by degrees. Major or radical changes often create an opposition and can harm the public and political acceptance of the program. The action plan then is the phased-in part of a longer term planning strategy.

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Implementation

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1 Overview

Implementation is what you do based on what you have planned. It entails undertaking a sequence of planned actions – or management options – that has been specifically selected to achieve the goals set out in the management plan.

The sequence of actions is as important as the contents of the plan.

The sequence of actions is as important as the contents of the plan. As the strategies begin to change the environment in which they are applied, it is critical to know that the next strategy to be used will lead the program in the right direction at the right pace. As implementation is undertaken incrementally, it builds on the successes it creates.

2 Organization

The management plan should indicate, in general terms, who is responsible for what action and by what date. Most often the responsibility for implementation rests with staff, but in smaller communities members of an advisory committee or volunteers can play a key role, particularly where there are few staff resources to call upon.

During the implementation process, the plan usually requires for a reallocation of existing resources of time, money and human resources. One of the first activities, therefore, is to develop a system that can actually carry out the intended work. Just because there is a plan and there are

staff and advisory committees available, it does not mean that the two are effectively aligned to do the job. New duties might have to be assigned to staff, a new advisory committee might have to be created or possibly a sub-committee may have to be struck. It is very important to have a clear understanding of how the work will be done and who will do what before any work is attempted.

3 Scheduling

Once you have identified who does what, another of the early implementation tasks is to formulate a schedule – or workplan – of when the work will be done and what the expected products will be. This schedule should include important check points and review periods to ensure that the program is proceeding on track and that there are no potential problems on the horizon. Also, it is at these check points that a projected plan can be modified as necessary because of new factors and inputs not foreseen during the planning process.

4 Cost

One of the first and continually asked questions is "How much will it cost?" Though difficult, it is necessary to prepare cost estimates for inclusion in the annual budget cycle.

There is no standard approach that can be taken to cost estimating. It is only through trial and error, estimating and comparing similar projects in other jurisdictions, that you will have a rough idea of what the program will actually cost. Yet from the beginning, you will be asked to estimate costs, particularly by the elected representatives, so an answer has to be formulated very early in the process. Without a cost estimate, it would be difficult to prepare a budget, and without submitting a budget proposal, funds cannot be allocated to the program for implementation.

Some important items to consider when estimating the costs include the following:

- ❒ a budget for the operation of the heritage advisory committee and other committees where they might be involved
- ❒ a budget for staff assistance required (existing and proposed), divided into tasks, hours involved to perform each task and cost per hour
- ❒ a budget for outside consultants if they are to be used
- ❒ a list of all donated and volunteer resources that will be going to the program
- ❒ the estimated cost of implementing any program identified in the action plan
- ❒ material supply costs.

A plan has to be well managed if it is to succeed in the competition for available resources.

It is important to remember that in the early years a management plan's cost factors will be closely watched by elected officials and senior staff. If the budget request is reasonable and the program can be demonstrated to be a wise investment, you stand a good chance of getting what you want. Then if you accomplish what you set out to do efficientiy and effectively, you stand a better chance of getting additional resources next time around.

Another point to consider is that if a plan is perceived to be too large, it might not be approved or arbitrary cuts could be made that could destroy much of its effectiveness upon implementation. So how you position your program, estimating what is required but not asking for too much, is an important consideration for implementation. Here the adage "plan comprehensively, but implement incrementally" should be followed.

5 Pace

It is important to begin the work at a pace which can be maintained realistically throughout the program.

With an organization in place, an annual work plan and a budget, you will be in a position to begin the implementation process. There is no magic to this activity if the groundwork has been properly prepared, but it does require reasonable pacing. There is a certain excitement at the beginning of any new program and this excitement creates its own momentum. After the inevitable problems and difficulties begin to surface, however, it is hard to maintain that initial level of enthusiasm. A danger here is that less desirable but essential work is deferred until later and if you are not careful these postponements could cause serious delays and setbacks in the program. Therefore it is important to begin the work at a pace that everyone involved agrees can be maintained realistically throughout the program.

You will always expect more from yourself than you can accomplish and so will many people around you. It is important to document on a regular basis the activities that have been undertaken and how much time it took to do them. A true assessment of how long it takes to do a task is invaluable information for the following year's budget estimates. It is only by gathering such realistic and factual information that you will know how much the program really costs.

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Evaluation

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1 Overview

The third step in the management cycle is to monitor and evaluate the work undertaken. If planning sets the targets for the program to achieve and implementation does what the plan proposes, then evaluation examines the implementation to see if it actually did what the program set out to achieve, how well it did that, and whether or not it could reach the same goals better through some other method.

Rather than assuming that the program is producing its intended results, or that problems or shortcomings that have arisen are simply beyond the control of the program, the evaluation seeks as objectively as possible to provide information for improving the decisions regarding the original design, implementation or modification of the program. To be undertaken properly, it must be based on more than just intuition, impressions, casual observations or conventional wisdom. Evaluations must be based on clearly defined performance measures as set out in the objectives of the plan. The evaluation should focus on these specific targets, not on the idealistic aims of the goals. Ideally, the degree to which these targets can be reached should be measured by quantitative techniques.

It is only by asking hard, critical questions that one knows if a program is effective or to what degree it is effective.

2 Evaluation objectives

Based on the criteria given for preparing objectives, an evaluation should seek answers for the following kinds of questions:

- ❒ Have the targets specified in the objectives been met? If not why not? Is it due to unrealistic assumptions? Is the failure attributable to formal or human elements in the planning and implementation process? Is it because unforeseen circumstances have arisen? What are these circumstances and what should be done to deal with them?
- ❒ Has the magnitude of the change forecast been reached? Are there sufficient performance measures in place to measure this change?
- ❒ Has the project been completed within the time frame identified? If not, why not? Is it important? Where can improvements be made?
- ❒ What new opportunities and circumstances exist now that did not exist when the program objectives were developed?

Diversified approaches

There are many different approaches and sources that can be used to gather evaluation data. These include, among others:

- ❒ *surveys*
- ❒ *interviews*
- ❒ *letters*
- ❒ *casual comments*
- ❒ *news clippings*

It is important, to ensure a range of input and, therefore, a more thorough evaluation, that you explore as many approaches as possible. In other words, don't put all your eggs in one basket.

3 Evaluation criteria

The evaluation should focus on the specific targets of the objectives, not the idealistic aims of the goals.

In making these judgements, a number of different evaluation criteria should be considered. The more important ones include the following:

Probity

Have the enabling resources allocated for the project been spent on the activities and projects they were budgeted for, or were they spent on something else?

Effectiveness

For the value of the resources invested in the activities or the projects, has the program produced the best possible results, or can the program be improved by reallocating the resources in a different way?

Efficiency

For the results that have been achieved, can some of the resources spent on the activities or projects be reduced to achieve the same level of quality, or can they be reallocated in another way to achieve even greater results?

Appropriateness

Given the results which the program has achieved or is achieving, are these the results that the community wants, or has it produced an outcome that is less desirable than the one that was originally envisioned?

4 Sample evaluations

In conducting a program evaluation, both the relative **success** of the program and the **impact** of the program should be determined.

As an example, two sample objectives given for a downtown heritage area revitalization project could be evaluated in the following manner:

Example 1:

Objective

To form a downtown heritage area revitalization steering committee with members composed of downtown merchants, property owners and the municipal council by October of this year.

Sample Evaluation Questions

- ❒ Has the committee been formed? If not, what are the reasons?
- ❒ Was the committee formed by October 1? If not, why not?
- ❒ Does its composition include downtown merchants, property owners, members of council? Does it have the right balance of people or are some changes required? What are they? Who is the chairperson? Is he or she effective? How often does the committee meet? Is this satisfactory?
- ❒ If funds have been spent on the operation of the committee, have they been spent according to a plan of action? Are the expenditures legitimate?
- ❒ Is the committee effective as a downtown heritage area revitalization steering committee? How do downtown merchants and property owners feel about the decisions made? Is a survey required to determine adequacy?
- ❒ How can the operations and the decisions of the committee be made more effective? Is there outside interference which restricts the effectiveness of the committee? Is this a problem, and if so, what can be done about it to lessen the impact?
- ❒ Does the community really need this committee? Is there a better (more effective/lower cost) way of achieving the same objective?

Example 2:

Objective

To undertake a detailed heritage area analysis of the defined revitalization area by the end of February next year in order to clearly identify the buildings, structures and features that may be historically or architecturally significant and that should be conserved as an integral part of the project.

Sample Evaluation Questions

- ❒ Has the analysis been completed?
- ❒ Have the historically and architecturally significant buildings, structures and features in the area been adequately identified?
- ❒ Was a historical context prepared? Did it provide clear direction for the gathering of appropriate data? If not, were adjustments made? If not, why not? Are improvements needed now? Was it completed within the budget and time frame of the project?
- ❒ Was the survey conducted? Were the field survey forms useful? Was a field test conducted first? Did the forms have to be modified? Was the survey completed within the budget and time frame of the project?
- ❒ How was the information base organized? Is it easily accessible? Who are the primary users? Do they use it? Do they find the information helpful in making their daily decisions? Is the information properly integrated into the municipality's land management information base?
- ❒ Was there a public consultation process? What was the degree of response? Were changes made in the program's design as a consequence? What were they? Was it completed within the budget and time schedule of the project?
- ❒ Could the effectiveness or efficiency of any step in creating the information base be improved? How?

- ❒ **Is the information collected and processed timely, relevant and representative of community needs?**

These are just some representative questions which could be asked.

Levels of evaluation

Evaluation can be divided into three levels. These are:

1. ***Ongoing evaluation***
2. ***Annual performance review***
3. ***Long term program evaluation***

***Ongoing evaluation** involves continually looking at what you are doing and how you are doing it. It's something you do, on an informal basis, almost every day during implementation and planning.*

***An annual performance review** is a more formal level of evaluation. It involves reviewing whether management plan objectives have been met and determining the most effective strategies for the following year.*

***The long term program evaluation** is a more infrequent and more thorough evaluation. It should be undertaken every three to five years and involves a review of the strategic part of your management plan including:*

- ❒ *the vision statement*
- ❒ *the statement of goals*

This level of evaluation can determine whether the plan still meets the needs of the community or whether a major program overhaul or rethinking is required.

5 The evaluation imperative

It is only by asking hard, critical questions that one can know to what degree it is effective. This information becomes particularly important when proponents of heritage conservation have to justify their program, particularly at the political level. It can also be used as a selling point when you are in the process of applying for more funding or an expanded program.

Conclusion

The process for heritage planning outlined in this Guide is not a template that can be laid with strict precision over every community. Instead it offers a number of principles which can be adapted to serve local needs, circumstances, priorities and resources. Obviously communities with few heritage resources or only one or two heritage-related issues might simplify a number of the steps. Conversely, communities with an extensive resource base and ones fraught with controversy may need to spend considerable time in planning, particularly in public participation, and to develop something much more comprehensive.

There is no magic to planning. Common sense should prevail. Plans should be expressed clearly and succinctly, and jargon should be avoided. Those which look good on paper and sound impressive, but which are difficult to implement, are not much use. Neither are those which list every management option possible, but don't tell you what you have to do this year and next year in a practical manner. Plans are not meant to be impressive in themselves, but must be appropriate and realistic in meeting the needs of the community for which they are written. How effective they are at guiding an implementation strategy is the only true measure of their value.

How effective plans are at guiding an implementation strategy is the only true measure of their value.

A published or photocopied community heritage management plan can be used as an aid in public awareness and continuing public participation in the on-going planning process. However, if it is used for these purposes, care should be given to structure

the writing, format and presentation of the document in a way which will best raise awareness and invite public participation. Just presenting a plan will not necessarily achieve these objectives.

There is also the problem that people think that once the heritage plan is produced, it is good for an indefinite period of time. In reality, it is only effective for a moderate time period, if the implementation goes ahead exactly according to the plan, and if the social, economic and legal environment within which the plan has been prepared do not significantly alter. These variables can change continuously and quickly. For any plan to remain effective, it must adapt to these changes. Contrary to some assumptions, a plan is not written in stone.

People, not plans, make decisions.

Finally, it must be remembered that a plan is an aid to effective decision-making, not a substitute for it. People, not plans, make decisions. A plan provides the framework within which rational and balanced decisions can be made.

The effectiveness of decisions made depend upon two primary variables: quality of the plan and the degree of its acceptance. The need for a high quality plan might seem obvious at first glance, but high quality by itself is not sufficient. If there is little political, administrative or public acceptance of the plan, it won't be very effective in practice, regardless of how good it is in theory. People just won't use it. Conversely, there may be a high degree of acceptance of a poorly thought-out plan, but the implementation of the program may be inadequate to meet conservation needs. The challenge is to find the right balance between quality and acceptance, because quality times acceptance equals effective decision-making.

Appendix 1

Heritage Advisory Committees

Of the formal advisory bodies available to a municipality to counsel it on heritage management, a heritage advisory committee is the group which is most directly concerned. Enabling legislation is given through Section 15 of the *Heritage Conservation Act*. This section states, "A council may, by bylaw, establish a municipal heritage advisory committee to advise the council on any matter arising under this part." In addition, Section 15 allows council to appoint members, establish rules of practice and procedure and budget for committee expenses.

Membership on a heritage advisory committee is determined by the municipal council. Given the range of roles that the committee might perform, the choice of appointments is important to the committee's success. An ideal composition might include all or some of the following:

- ❒ an architect
- ❒ a local historian
- ❒ an archaeologist
- ❒ a business person
- ❒ a planner
- ❒ a librarian
- ❒ a member of council
- ❒ a member at large from the community

Obviously in a smaller community it may be neither possible nor desirable to have this broad a range of interests. In such cases, it is important to choose members who are well informed on the strong points of a community's heritage and as free as possible from prejudice in their own area of expertise.

There is no ideal size for a heritage advisory committee, but it should be large enough to include a good representation of the community's interests, yet small enough that it is both effective and manageable.

It should be noted that membership is intended to ensure community involvement, not to provide all the expertise needed to undertake a heritage management program. Generally speaking the role of the committee is to advise on policy, not to make technical judgements. Broad representation from the community increases the effectiveness of the committee in improving public awareness and acceptance of heritage management. Similarly, having a municipal council member on the committee improves liaison with the elected representatives who are accountable for making and implementing public policy.

The role of the committee

The role of the committee depends on the level of acceptance of heritage conservation in a community. Some communities will have a relatively well established heritage management program. Heritage groups may have been in existence for several years, public awareness may be high, heritage priorities may be well established and municipal priorities may have been well formulated. In such an environment, a heritage advisory committee may simply need to perform a coordinating role, providing a link to all organized groups. Other communities, however, may have little or no experience with heritage management. In such cases, the heritage advisory committee might be charged with the much larger task of building a program from the start. So, depending on local circumstances, committees could be called upon for the following activities:

1. Community heritage plans

- ❒ Review and analyze the need for a community heritage management plan.

- ❒ Establish the goals and objectives, and boundaries of the area to be considered by the plan.
- ❒ Advise on the information needs of the plan.
- ❒ Identify the range and types of resources to be included in surveys and inventories.
- ❒ Advise on the scope of public consultation which should be undertaken.
- ❒ Advise on possible implementation strategies.
- ❒ Review and comment on the draft and final plans.

2. Designation of heritage sites

- ❒ Draft a designation policy for consideration by the council.
- ❒ Advise on incentives, benefits or assistance related to designation.
- ❒ Advise on appropriateness of alterations and additions to designated buildings.
- ❒ Advise on alternatives to designation (acquisition, restrictive covenants, etc.).

3. Municipal policies affecting heritage management

- ❒ Advise on other municipal policies affecting heritage management (zoning and building bylaws, community plans etc.).
- ❒ Review proposed developments for adverse impacts on heritage resources (building and demolition permits for important non-designated heritage buildings, rezoning and subdivision proposals, etc.).

4. Public awareness

- ❒ Develop a commemoration and an awards program.
- ❒ Undertake walking and driving tours.
- ❒ Give public talks, workshops/seminars, lectures etc.
- ❒ Sponsor special events.

The committee might also function as a liaison or coordinator for:

- ❒ heritage groups and historical societies
- ❒ the local museum
- ❒ chambers of commerce and economic development commissions
- ❒ local service clubs
- ❒ tourist associations
- ❒ schools and libraries
- ❒ regional, provincial and federal government departments which might be able to assist in heritage management
- ❒ owners of heritage property

Limitations

Although a heritage advisory committee may undertake a wide range of activities, what it can achieve is limited by three factors:

- ❒ the extent of authority delegated by local government;
- ❒ the range of expertise on the committee; and,
- ❒ the committee's relationship with other interests, particularly those of the council.

1. The extent of delegated authority

The primary purpose of the heritage advisory committee is to give advice to the municipal council. Heritage advisory committees are not independent entities, but obtain their authority from the council that establishes them. They have no independent legislative authority and may not preempt a council's policy making role. Only a council may designate heritage sites, provide compensation for designation, change the municipal zoning bylaw, etc.

Similarly, heritage advisory committees have no authority over municipal staff, nor can they expend funds. The use of municipal resources must be authorized by using the appropriate channels in the municipal administration.

2. Expertise on the heritage advisory committee

It is unlikely that a heritage advisory committee will have sufficient expertise, no matter what its composition might be, to fulfill all its roles. It should not attempt to make professional judgements where it is not qualified to do so. Its own limitations in expertise should be clearly acknowledged.

3. Relationships with other interests

Council

It is important that the heritage advisory committee maintain an open and trusting relationship with the municipal council. The council is ultimately accountable for the actions of the heritage advisory committee and must "sell" the heritage management program to the public.

A committee member, perhaps the alderman on the committee or the chairperson, should make regular reports to council on the activities of the committee. At the same time this person should keep the committee abreast of council initiatives affecting heritage management.

Heritage advisory committees should **avoid getting into an adversarial position with the council.** The committee may feel that its views are important, but it is the elected representatives who are accountable to the public.

Administration

The municipal administration manages most of the auxiliary resources a heritage advisory committee needs to function effectively: information, money, professional and technical expertise, and secretarial services. These resources will be provided if requested through the proper channels and if used in moderation. Municipal staff, unlike advisory committees, function within a hierarchical decision-making structure.

Heritage conservation professionals

While the heritage advisory committee should articulate the goals and objectives of the heritage management plan, heritage professionals should be used for technical studies. For example, in preparing a heritage management plan, the heritage advisory committee could advise on the goals and objectives, seek sources of funding, possibly provide links with elected representatives, municipal staff, and the public, and agree on the criteria for selecting and evaluating the heritage resources. The heritage professionals would work within this framework by preparing a historical context for the plan, undertaking the inventory, conducting the public participation process, and preparing the plan in its draft and final forms.

Heritage professionals should also be used to assess the status of important heritage sites in the municipality, including such items as physical condition, redevelopment threats and functional obsolescence.

Appendix 2

Management Options

This appendix reviews a number of management options that could be used in a heritage management program. It contains a menu of various ideas, but it is far from exhaustive. In the end, the selection of which options are appropriate in what sequence depends on the specific goals and objectives of your community's heritage management plan.

Specific management options can be divided into six general categories:

- ❒ program administration
- ❒ marketing
- ❒ community stewardship
- ❒ regulatory controls
- ❒ incentives
- ❒ joint ventures

1 Program Administration

Developing a heritage plan is a new and ambitious undertaking for most communities. Often, existing administrative procedures may not be able to accommodate the new initiatives. Adjustments can be made incrementally as needs arise, but for a heritage program to be truly effective, it must be built on a responsive management system. Activities to consider, in view of this, include:

- ❒ administrative adjustments
- ❒ a register of heritage properties
- ❒ priority routing for permit applications
- ❒ permit review process
- ❒ principles and guidelines for heritage conservation and design guidelines
- ❒ preferential leasing policy

a. Administrative Adjustments

Before a final heritage plan can be adopted and effectively implemented, it must be efficiently integrated into the municipality's own particular management system. Therefore, during the preparation of the draft plan, care should be taken to ensure that the incentives and controls proposed will work within the municipality and that the necessary administrative procedures are in place. Where necessary, changes should be made to either the plan or to the municipality's management system for the program to achieve the best possible results.

Like planning, systems design has a human dimension as well as a technical dimension. Modifications to the existing system mean that, if the people who operate within the system are to function effectively, they may have to do things differently or accommodate new duties or learn new skills. If modifications to the system are made without consultation with the people affected, there will be resistance to the changes, especially if they are imposed from above. All the groups affected must be consulted as early as possible and good lines of communication have to be established between the person or group charged with managing the program and the rest of the staff. It is better to try to implement a program that the majority of staff can support, even if it is less than perfect, than to have an ideal program that will face staff resistance.

b. A Register of Heritage Properties

Based on the findings of the survey and evaluation, the administration will need to know which buildings, sites or properties are of particular heritage merit before future development decisions are made about them by the council. Without some kind of comprehensive record keeping method tied

into the local government's permits and licensing systems, it would be very difficult to track development applications that can affect heritage property. The usual way of managing this information flow is through a community register or registry of heritage properties.

The heritage register is merely an administrative system. It does not confer any heritage status on a property, nor does it place any restrictions or controls on it. Properties listed on the register are linked into the permits and licensing systems so that when redevelopment applications are made they can be efficiently reviewed by staff and the appropriate advisory committees to assess the impact of the proposed change. Where necessary, staff or the advisory committees can make alternative suggestions to the property owner that are more sympathetic to the heritage character of the property, or they can recommend that regulatory action be taken.

c. Priority Routing for Permit Applications

Obtaining the necessary permits to undertake a restoration or a rehabilitation of a historic building is a time consuming and sometimes confusing process for many property owners. Bylaw requirements and processing time, particularly if a proposal has to be reviewed by a number of different committees, can be especially frustrating. However, if a local government develops an efficient "fast track" system to expedite the necessary approvals, this process becomes a direct assistance to the property owner. For a developer, it also represents a real cost saving. Such a system should be used for all properties listed on the heritage register, as one of the possible benefits of being listed. To implement this, you have to devise an efficient routing system and make sure that relevant staff, advisory committee members and property owners know how this system works. This technique is sometimes referred to as a "green door policy".

Local governments might also consider circulating a simple flyer on the permit application process.

d. Permit Review Process

Closely related to the previous technique is the streamlining of the permit review process. Normally, different committees are set up in communities to review different issues. Depending on the nature of the application, it might have to be reviewed by a number of different committees, each of which might have a slightly different recommendation to make. Ultimately, it is the council which must decide what will be approved. If it gets conflicting information, the decision made might not be in the best interest of the applicant or the community. Hence, for buildings which have been clearly recognized by the community through the inventory and public participation process as having special heritage merit, consideration should be given to either reduce or eliminate the number of review steps that an applicant has to go through. In particular, this procedure should be applied to all buildings on the register.

e. Principles and Guidelines for Heritage Conservation and Design Guidelines

A successful heritage management plan requires a set of principles and guidelines to guide conservation and re-development work undertaken on identified historic properties, and a set of design guidelines to ensure that new development is compatible with historic character, particularly in heritage areas. The Province of British Columbia through the British Columbia Heritage Trust has developed and published conservation principles and guidelines that can be adopted to meet local circumstances. Design guidelines are more community specific and must be tailored to meet local needs. Such guidelines become community standards, setting the ground rules for conservation work and providing a framework within which to judge the appropriateness and quality of the work. Conservation standards are also an invaluable management tool for helping the heritage advisory committee make its recommendations and for helping to ensure that scarce grant dollars are spent appropriately and that the rules are the same for all applicants.

f. Preferential Leasing Policy

All municipalities require space for their various functions and rarely does a single property fulfil all of its needs. By adopting a policy that it will give preference to leasing space in restored or rehabilitated buildings rather than new ones, a local government will not only send a strong message to the community regarding its commitment to heritage conservation, but it will also provide some incentive for the private sector to develop rehabilitated office space.

2 Public Awareness Programs

General public awareness, information, education, marketing, and commemoration programs are some of the activities which come under the broad heading of marketing. The purpose of marketing or public awareness programs is to change public attitudes or reinforce them in favour of heritage conservation. Awareness leads to a desire to know something about heritage management and knowledge can lead to correct action. In this way, awareness programs are vital to build the base on which to develop a comprehensive heritage program. In the initial strategy stage, the awareness programs could be quite fluid, depending on what had to be done to foster a positive attitude toward conservation. Now the role of an awareness program is to further that work, but it must also serve as a leading edge to make the management program publicly acceptable and to educate the community as to how to actually manage the program.

The key components of a public awareness program are as follows:

- ❒ awareness
- ❒ information
- ❒ education
- ❒ resource information centre
- ❒ marketing
- ❒ commemoration
- ❒ interpretation
- ❒ awards

a. Awareness

General consciousness raising is the first stage. This is a very basic activity that seeks to sensitize the public to the goals and objectives of heritage management and to what the program is attempting to achieve. It consists of elementary information which is very widely distributed.

b. Information

Information differs from awareness only in the degree of detail provided. Once an interest has been created, it must be followed up with more detailed information. Too much information too soon is not absorbed, but once an interest is fostered, too little information can lead to a loss of confidence in the program.

c. Education

As people begin to absorb the information provided, they usually have a number of specific questions or they would like to talk with someone who can advise on how to undertake a particular heritage management project. A constant supply of detailed information might help in this process, but no matter how good the information is, there are limits to how much an individual can go on learning in isolation. Moreover, even the best information will not be flexible enough to explain all of the nuances of a real situation. At this stage, some form of community conservation training might be needed. Also, education is a shared experience and, beyond learning the technical details of conservation, it enables people to contribute and share their experiences and, ultimately, build a greater sense of community pride.

d. Resource Information Centre

As a community becomes more conversant with the practices and procedures of conservation, its citizens will need increasingly more sophisticated information. Hence a good library of information and detail would be a worthwhile service. You might approach a local service club or the heritage advisory committee to undertake the project. The information collection could be housed in the local library or in the museum.

e. Marketing

Marketing should occur continually throughout the course of the program. As the program advances through its various stages of development, it will have different impacts on the community. It will draw in people who may have had only a peripheral or no prior involvement in the program. They will need the goals and benefits explained to them in stages of awareness, information and education. A good marketing program should be working in advance of the management plan to ensure that when the ideas are implemented, they are planted in fertile soil.

f. Commemoration

The commemorative plaques found in many communities serve numerous functions. They recognize heritage property as being something special in the community and they validate individual stewardship efforts, thereby instilling a sense of personal and community pride. Also, they can function as an informal education program by publicly announcing the location of a special site in the community. The cost of producing a plaque is more than offset by the awareness they create. In any plaquing program, however, care should be exercised. For example, there is little point in offering a plaque to a property owner who is opposed to heritage conservation.

g. Interpretation

Closely related to plaquing and education are interpretation programs. More than just providing information, interpretation is a process that seeks to inspire a participant to learn more about a particular subject matter. Well written interpretive markers placed near heritage sites, guidebooks, walking tours and driving tours are just some interpretive methods that can be used.

h. Awards

Awards are closely related to commemorations. Commemorations are usually used to denote a site of heritage significance, whereas an award is some form of public recognition to a property owner who has done a meritorious job of conserving a heritage property.

3 Community Stewardship

Often one of the largest property owners in a community is the municipality itself. Before it can rightfully convince others to conserve their heritage property, it must first set a public example by properly conserving its own heritage property. It can also show leadership by setting a standard for the rest of the community to follow. Such stewardship can be undertaken in a number of areas:

- ❒ municipally owned heritage buildings
- ❒ maintenance of historic street furnishing
- ❒ community salvage program
- ❒ documentation centre
- ❒ emergency funds for feasibility studies
- ❒ working with other levels of government
- ❒ an archaeology program

a. Municipally Owned Heritage Buildings

Management begins with the basic repair and maintenance of historic property in a manner that respects its historic fabric and visual integrity. It does not have to be a showpiece of restoration work that exceeds the means of the rest of the community to follow, although such restorations may inspire community pride. On the contrary, sensible rehabilitation and appropriate adaptive re-use will not only be sufficient to demonstrate that the local government cares about its historic property, but it will also show that such work can be done within the means of a realistic budget. An early conservation strategy that a municipality could take is to conduct an inventory and evaluation of its own potentially valuable heritage property; identify the priorities for action; prepare a long term plan for rehabilitation action and subsequent maintenance; secure the necessary budget; and implement. A lack of funds is sometimes cited as a reason why such a program cannot be implemented. However, it does not have to be expensive and everything does not have to be done right

away. Municipalities have to maintain their buildings as part of good management if they are to maintain their investment. An effective conservation program does not have to be significantly more expensive, it is just the difference between regular maintenance and conservation maintenance.

b. Maintenance of Historic Street Furnishings

Local governments are responsible for providing street amenities such as sidewalks, garbage containers, benches, light standards, etc. Their purpose is functional and often they are replaced when they become worn out, or technologically or functionally obsolete. However, over time they become part of the community's visual identity and can add substantially to its character. Instead of automatically replacing them, consideration should be given to repairing, restoring, retrofitting or, in extreme cases, replicating them. Again an inventory of street furnishings could be conducted and a management plan prepared to ensure the conservation of the more historically important elements.

c. Community Salvage Program

A community could adopt a program for the salvage of architectural elements and significant artifacts in cases where demolition cannot be prevented in order that these elements could be re-used elsewhere. There would have to be a policy on what elements should be collected and how they should be disbursed, because obviously there are limitations to the amount that can be collected. An area would have to be set aside for storage and there would have to be some management system to receive, care for and disburse these elements.

d. Documentation Program

Part of proper stewardship is to record and document the heritage resources that an organization has under its care. This record tells future generations what a building, structure or artifact looked like when it first came under conservation care and can become an invaluable aid when decisions have to be made about appropriate levels of restoration or rehabilitation. Moreover, if a building is to be significantly altered or destroyed, this record becomes especially important because it may be the only information about this aspect of the community's history that will be passed on to future generations. Therefore, where funds permit, a community could consider a more in depth recording of its important historic buildings, structures or features. Significant buildings or features that are threatened with demolition should be given a high priority. Such records could be kept in the local museum or archives and they should be made available to the general public.

e. Emergency Funds for Feasibility Studies

Heritage buildings are constantly threatened for a variety of reasons. These could include:

- a lack of awareness of the alternatives a property owner might consider to rehabilitate a building;
- a poor understanding of what different technical options might be available; or,
- a limited knowledge of the range of costs that would be involved, depending upon the extensiveness of the work contemplated.

Simple encouragement in such situations is of little practical help. What is needed are some concrete answers with alternatives to very real problems.

These answers are sometimes not self-evident and a feasibility study has to be conducted to investigate the problem. A reluctant property owner, however, would be hesitant to bear all, if any of the costs. If the property in question is important to the community and if on a preliminary investigation there appears to be a reasonable chance of saving the building, then it would be a small cost in the long run for the community to pay for part or, in exceptional cases, all of a feasibility study. Hence, a program of providing emergency funds for feasibility studies would be another way in which the local government could provide leadership for community heritage management.

f. Working with Other Levels of Government

Keeping regular contact with the senior levels of government and knowing what financial and other programs might be available to assist in community endeavours is a time consuming and on-going process. If the local government took over these responsibilities and actively sought out programs on the community's behalf, it could do much to ensure a good community conservation program.

g. An Archaeological Program

Most community heritage management programs do not contain an archaeological component, yet the community may have significant archaeological remains. Many of these sites are automatically protected under the *Heritage Conservation Act*. Protection, in this way, is a provincial responsibility, not a local one, but the community can assist in the process by ensuring that it has an inventory of all its archaeological sites; that these sites are cross referenced on land administration files; and that as development applications come forward on the location of these sites, both the developer and the provincial government are notified of the potential conflicts as soon as possible so that the appropriate mitigation measures can be made.

4 Regulatory Controls

In order to manage the rate and quality of change, all communities place some controls on development. Instead of thinking of these regulations as restrictions on individual initiative, they should be seen as collective decisions that are meant to benefit the community as a whole rather than any one individual. Rarely, if ever, is support for any control unanimous. At best, it is an attempt to decide what is most appropriate for a community at any given time. As the social and economic environment of a community changes, so too must its policies and regulations in order to meet the changing circumstances. Therefore, regulations should not be thought of as forever fixed, but as a series of collectively agreed upon, self-imposed laws that spell out to everyone in the community the rules of development for the time being.

In British Columbia, the *Municipal Act* is the principal piece of legislation that legally enables municipalities to manage development. Other acts, such as the *Land Title Act* and the *Heritage Conservation Act* deal with specific aspects of land control and administration. In this appendix we look specifically at the management options afforded by the *Municipal Act* and the *Heritage Conservation Act*.

a. *Municipal Act*

From a comprehensive planning perspective, it is best to think of the *Municipal Act* as providing the overall framework for the management system.

Regulations to consider include:

- official community plans
- zoning
- development permits
- heritage designation
- demolition controls
- covenants and easements

Official Community Plans

An Official Community Plan (OCP) is a general statement of the broad objectives of the municipality respecting the form and character of existing and proposed land use and the servicing requirements within a specified area of the community. It can be described as a long range concept plan. The *Municipal Act* specifies a number of requirements that must be considered, but the plan can include almost any issue that is considered important from a conceptual or policy point of view. Heritage management is one such consideration.

If a municipality is going to develop a heritage management program beyond a simple level, it would be wise to include general policies on heritage management in its OCP, as applicable. Not only would such statements be

beneficial in providing clear, formal direction to community planning, they would also indicate a level of political commitment to heritage conservation.

Zoning

Zoning is one of the principal forms of land use control available to a community. While the OCP specifies the policy direction for a certain area of a community, zoning translates those policies into a set of prescriptive regulations. Under zoning the community can be divided into a number of different zones and each zone can be regulated in different ways depending upon the policy objectives for the area as stated in the OCP. Some of the items that can be regulated through zoning include the following:

- ❒ use
- ❒ density
- ❒ height
- ❒ siting, size and dimensions of buildings and structures
- ❒ shape, dimension and area of lots

Zoning can do little to foster heritage conservation directly, but it can have a negative effect on it if the zoning is too permissive or if incompatible uses occur in an area with a high concentration of heritage resources. For example, if the allowable density in a historic area greatly exceeds the density of the buildings already there, there is an incentive to redevelop. Moreover, any attempt to compensate the property owner for the lost development opportunity through a heritage designation, probably has to include the development rights which the developer has had to give up. Therefore, before other controls or incentives can be efficiently applied, the effects of zoning have to taken into consideration and mitigated where necessary. After OCP issues have been dealt with, a zoning bylaw must be reviewed to ensure that there is congruency between policy objectives and land use controls.

Development Permits

A development permit is a more specific level of control that can be taken within a defined area in the community. An area may be designated as a development permit area for a number of reasons, including downtown revitalization and heritage area protection. Such areas must be defined in an OCP. Furthermore, the plan must describe the special conditions or objectives which justify the designations and it must specify how the conditions will be alleviated and objectives achieved.

The advantage of the development permit system is that it gives a municipality the means whereby it can comprehensively manage a certain area within its boundaries in relation to a clearly identified set of specific objectives. This can effect parking, drainage, signage, screening, and subdivision servicing bylaws. It cannot vary density and land use. Where an area has been designated a development permit area to regulate the property surrounding a designated municipal heritage site or sites, the permit can further regulate the character of new development. including the landscaping, siting, form, exterior design and finish of buildings and structures. Hence the development permit system has a fairly wide range of controls that can be used for heritage management purposes, .

b. *Heritage Conservation Act*

The *Heritage Conservation Act* provides more specific tools for heritage management. These include:

- ❒ heritage designation
- ❒ demolition controls
- ❒ covenants and easements

Heritage Designation

Heritage designation has become a controversial tool in heritage management in British Columbia although it does not have to be. Quite simply, it is a form of regulation and, if the kind of control it offers is absolutely necessary, it should be considered. However, if such controls are not deemed necessary or there is a less confrontational way of achieving the same objective as designation, then alternatives to designation

should be considered. All too often advocates of heritage conservation see designation as the all important tool which through its use, confers special heritage status on a property. This is not the case. Special status can be conferred in a much less confrontational way through a well thought-out commemoration program. For instance, the Federal Government's National Historic Sites and Monuments Board program identifies and commemorates sites of national significance to the country, but it places no regulations on what has been commemorated. Similarly, a community wishing to commemorate its heritage sites of significance can do so without using heritage "designation". Designation can be used as a back up to commemoration if the level of control it offers is needed.

What heritage designation does is prevent a property owner from demolishing a building or structure, altering the facade of a building or structure or building on land which has been designated, without prior approval by resolution of council. This does not mean that a property which is designated cannot be altered or even partially demolished. It just means that the council has a measure of control before these actions are taken to ensure that the heritage values of the property are protected and that redevelopment is undertaken within the context of, and is sensitive to, the historic fabric of the building or structure.

As a form of regulation it should not be applied independently of a heritage management program. For example, in looking at the regulatory system proposed, it is wise to begin with an Official Community Plan in order to balance heritage management objectives with other community planning objectives. Next the zoning bylaw should be reviewed to ensure that the heritage objectives defined are consistent with the intention of the zoning bylaw. Then within this context, the municipality must determine whether or not heritage designation is an appropriate tool to use for specific problems which cannot be controlled by other means. Compensation must still be provided for designation, but within a properly constructed heritage management program, it should be minimal and reflect the real cost of receiving the public benefit from the designation.

Demolition Controls

The *Heritage Conservation Act* also allows a municipality to delay the issuance of a building, demolition or any other kind of permit for a period of up to 90 days in order to assess the heritage significance of a property. Often the temporary delay order is an invaluable tool for a municipality to use when seeking a solution to an impending problem.

Covenants and Easements

The advantage of covenants and easements is that they are voluntary controls which are negotiated between the property owner and the level of government concerned. Covenants and easements can be written under a number of provincial acts including the *Heritage Conservation Act* and the *Land Title Act*.

5 Incentives

Generally speaking, incentives fall into two broad categories: financial assistance and regulatory adjustments. As its name implies, financial assistance means giving a property owner some kind of monetary subsidy in order to help him or her defray part of the costs incurred in conserving heritage property. The theory behind such a subsidy is that because the public benefits from the conservation work, the public has some obligation to help pay the cost of undertaking such work. Regulatory adjustments, on the other hand, mean the relaxation or alteration of some existing regulation that will allow for better conservation to occur. There is nothing unusual in this. Communities are continually adjusting their regulatory systems in an attempt to create a better quality of life. Some of the more common forms of financial assistance and regulatory adjustments include the following:

- ❒ grants
- ❒ loan and mortgage guarantees
- ❒ property tax exemption
- ❒ zoning adjustments
- ❒ adjusting building regulations

a. Grants

Grants are the most common form of financial assistance used. Usually some conservation activity is identified, such as the restoration or rehabilitation of a building on the community's heritage register; a percentage of the costs or a grant up to a predefined cost level is agreed upon; the work is undertaken and inspected; and depending on the quality and accuracy of the work, the grant is paid.

Since the *Municipal Act* is restrictive in allowing a municipality or a regional district to give grants to property owners, grants are usually provided as a form of compensation for designation. However, should a municipality want a more flexible system for the disbursement of grants, it can set up an independent community heritage foundation, which, although funded by the local government on an annual basis, operates at arm's length from it. The grants are then administered by the board of the foundation on a performance basis.

b. Loans and Mortgage Guarantees

Loans have rarely been used in British Columbia by municipalities for heritage management, but they are an excellent way of maximizing the scarce funds that may be available. Unlike a grant that, once it is paid out the money is spent, the principal of a loan is returned through loan payments and capital can then be used again.

The advantage of a loan for a private property owner is that the municipality can lend the money at a lower interest rate than conventional lending sources because the purpose of the loan is not necessarily to make money but to achieve a public good. Even if it loses a little, the amount is still less than what would have been given through a grant system. Lower cost loans are particularly important for some heritage projects because major financial institutions are often reluctant to lend capital at the prime rate for restoration or rehabilitation projects. The difference between prime and one or two percentage points above prime can determine whether a project is feasible or not.

An alternative to a loan program, which may be complicated for a community to set up and administer, is a program of loan or mortgage guarantees. Here the property owner can borrow from a conventional lending institution, but, with the guarantee of payment in the case of default, the owner of the heritage property can often get his or her loan at prime. Although there is no up front cost to the local government other than administrative costs, it must nevertheless set up its own screening and selection process and have plans in place to deal with possible defaults.

c. Property Tax Exemption

Instead of providing a grant or a loan, both of which involve a direct cash outlay, a local government could reduce the property owner's cost at source through a relaxation in the amount of property tax that must be paid. It may grant a tax exemption that could waive all or part of the basic municipal portion of the property tax through adjusting either the mill rates or the taxes payable. The exemption could be for a specified time period or it could be left open ended.

The local government could also freeze taxes as a form of tax exemption. Under such a program property taxes are frozen at the existing rate for a defined period although assessments and the mill rate continue to rise. Tax freezes are particularly useful where extensive building rehabilitations are undertaken. What often happens is that a property owner invests extensively in his or her property only to be faced with increased taxes because the property is now worth more. What a tax freeze does is remove this disincentive to rehabilitation while making rehabilitation an attractive option for a property owner to consider.

A third alternative to consider is a property tax deferment. Under this system the property owner remains liable for the full amount of the property taxes owing, but he or she need not pay all or part of them until some future time. A tax deferment could be useful for a commercial property where the owner will need all available cash reserves to rehabilitate and redevelop the property, but is able to repay the taxes on the property with his or her cash flow after the business is in operation.

d. Zoning Adjustments

Adjustments to the zoning bylaw can provide incentives to development that would not have occurred otherwise. For example bonus zoning can be given to a certain property which will increase its allowable density in return for a public good, such as the sensitive rehabilitation of a historic property. Closely related is performance zoning where an agreed upon performance is based on discretionary awards of extra density within flexible guidelines, rather than upon a fixed schedule of entitlements as is the usual case for bonus zoning. A zoning concession could be offered through a development variance permit, where the size, shape and siting of buildings or where parking, screening, signage or subdivision regulations can be altered or relaxed, by application of the property owner to the council. In areas where high density entitlements are permitted over an historic property, the municipality can transfer the development rights above this property to adjacent or other properties. TDRs as they are called, are complex to administer and should be used only in extreme cases. Rezoning is always an option. A heritage property could be rezoned to enable a more profitable use of a building or site. For example, with demographic shifts in communities, the neighbourhoods of many historic houses lose their fashionable locations. While no longer popular for their originally intended uses, the houses nevertheless can still provide a useful function if they are converted into other uses that are more appropriate to the newer environments. A careful rezoning of these properties can retain their visual contributions to the community within the context of new economic uses.

e. Adjusting Building Regulations

A municipality could promote building rehabilitation by providing increased flexibility in applying building regulations. This could be done through granting equivalencies which allow alternative means of achieving the building safety standards set in the *British Columbia Building Code*. Closely related are compliance alternatives, which are predetermined acceptable equivalencies. A municipality could also relax part of the *Code* to a lower level but one which still ensures life safety standards. It could even exempt a building from parts of the *Code*. However building regulations are adjusted, care should be taken to discuss the concepts with the local building inspector well in advance to reach some mutually agreeable compromise that will not put him or her at risk.

6 Joint Ventures

The last major category to be considered here for management options are joint ventures. This form of collaboration is a very positive approach to community heritage management because it involves the community directly. The most common joint venture programs are downtown revitalizations, heritage area revitalizations or main street related projects. Here the public sector provides the necessary regulatory framework and undertakes improvements on public property, while the private sector rehabilitates private property and markets the area. Both groups must be involved in a collaborative decision making and management structure, such as a downtown advisory committee.

All too often advocates of heritage conservation see designation as the all important tool which through its use, confers special heritage status on a property. This is not the case. Special status can be conferred in a much less confrontational way through a well thought-out commemoration program.

Awareness leads to a desire to know something about conservation and knowledge can lead to correct action.